DOCUMENT RESUME

ED 135 389 IR 004 500

TITLE Report to the Librarian of Congress from the Task Force on Goals, Organization, and Planning.
INSTITUTION Library of Congress, Washington, D.C.
PUB DATE 28 Jan 77
NOTE 872p.

EDRS PRICE MF-$1.67 HC-$46.21 Plus Postage.
DESCRIPTORS Administrative Organization; Administrative Policy; *Library Administration; Library Planning; *Library Services; Library Surveys; *Program Descriptions; *Program Improvement; *Use Studies
IDENTIFIERS *Library of Congress

ABSTRACT

The Task Force on Goals, Organization, and Planning, established in January 1976 to review the operations of the Library of Congress (LC), recommends changes to improve the effectiveness and efficiency of the institution. Suggestions are made without regard to budgetary restraints. Major recommendations included in Part I concern the areas of: (1) service to Congress, (2) basic responsibilities, (3) national role, (4) collections and information services, (5) the library researcher, (6) collection development, (7) bibliographic and collection control, (8) cultural and educational programs, (9) staff development and communication, (10) planning and management, and (11) service opportunities. Part II consists of the working papers used and generated by the Task Force, and reports of meetings and procedures. Reports of the following subcommittees appear in Part III: (1) Area Studies; (2) Automation and Reference Service; (3) Bibliographic Access; (4) Bibliographic Role of the Library; (5) Collections, Development, and Preservation; (6) Cultural Role of the Library; (7) Documents; (8) Loan and Photoduplication Services; (9) Serials; (10) Services to Congress; (11) Services to Librarians; (12) Staff as Users; and (13) Training and Career Development. Part IV, advisory group reports, will be a separate entry when available. (KP)

****
* Documents acquired by ERIC include many informal unpublished *
* materials not available from other sources. ERIC makes every effort *
* to obtain the best copy available. Nevertheless, items of marginal *
* reproducibility are often encountered and this affects the quality *
* of the microfiche and hardcopy reproductions ERIC makes available *
* via the ERIC Document Reproduction Service (EDRS). EDRS is not *
* responsible for the quality of the original document. Reproductions *
* supplied by EDRS are the best that can be made from the original. *
****

IR

THE LIBRARY OF CONGRESS
WASHINGTON, D.C. 205[illegible]0

OFFICE OF THE LIBRARIAN
Task Force on Goals,
Organization, and Planning

ED135389

U S DEPARTMENT OF HEALTH.
EDUCATION & WELFARE
NATIONAL INSTITUTE OF
EDUCATION

THIS DOCUMENT HAS BEEN REPRODUCED EXACTLY AS RECEIVED FROM THE PERSON OR ORGANIZATION ORIGINATING IT POINTS OF VIEW OR OPINIONS STATED DO NOT NECESSARILY REPRESENT OFFICIAL NATIONAL INSTITUTE OF EDUCATION POSITION OR POLICY

REPORT
TO
THE LIBRARIAN OF CONGRESS
FROM
THE TASK FORCE
ON GOALS, ORGANIZATION, AND PLANNING

January 28, 1977

IR004500

THE LIBRARY OF CONGRESS
WASHINGTON, D.C. 20540

OFFICE OF THE LIBRARIAN
Task Force on Goals,
Organization, and Planning

January 28, 1977

Dear Sir:

We are pleased to submit to you a report that contains specific recommendations for immediate improvements in the Library of Congress, as well as many ideas that may be useful in the future. Our recommendations emphasize two points: the Library must develop a sense of wholeness that it does not have at present and it must develop a stronger sense of service to all its users.

The development of a Library-wide perspective on the part of management and staff is imperative. The entire Library serves both the Congress and the Nation. Each administrative unit must view itself as an integral part of the Library of Congress, not solely as an individual department or division that serves a special clientele.

The creation of a sense of wholeness and the strengthening of a sense of service will take time. We feel it will result from a sharper definition of the Library's functions and responsibilities, improved planning, the unabashed exercise of leadership, a more clearly defined decision-making process, sensitivity to the needs and demands of the staff, and a greater willingness to consult with individuals and organizations outside the Library.

We share your enthusiasm about the Library and its potential and look forward to working with you in shaping a new Library of Congress.

Sincerely,

The Honorable Daniel J. Boorstin
The Librarian of Congress

John Y. Cole, Chairman
Alan Fern
Beverly Gray
Tao-Tai Hsia
Edward Knight
Lucia Rather
Lawrence S. Robinson
Norman J. Shaffer
Robert D. Stevens
Elizabeth Stroup
Glen A. Zimmerman

PREFACE

The Task Force on Goals, Organization, and Planning was created on January 16, 1976, by The Librarian of Congress, Daniel J. Boorstin, to carry out a full-scale review of the Library and to recommend changes that would improve the effectiveness and the efficiency of the institution. The Task Force was urged by The Librarian to make its review "wide-ranging, free, and imaginative," and not to be hampered by thoughts of statutory or budgetary restraints. We were asked to seek counsel and solicit ideas from the Library's staff and to listen to the advice and suggestions of outside advisory groups that would be chosen to represent the Library's various constituencies. With this guidance, plus a list of suggested questions for consideration, we began our work.

More than 500 suggestions for improving the Library and its services were sent to the Task Force by the Library's staff. Fourteen subcommittees were created: area studies, automation and reference services, bibliographic access, the bibliographic role of the Library, collection development, the cultural role of the Library, documents, loan and photoduplication services, serials management, services to Congress, services to libraries, services to staff, training and staff development, and the user survey. Over 160 staff members served on these subcommittees. Many other staff members helped with the user survey and assisted the Task Force in countless other ways.

With support from several private foundations, eight outside advisory groups were established: arts, humanities, law, libraries, media, publishers, science and technology, and social sciences. A total of 75 distinguished individuals from the United States, plus four from abroad, served as advisors.

This report is a planning document that cannot be easily summarized. It is divided into four parts: recommendations, supplementary documents, subcommittee reports, and advisory group reports.

The Task Force recommendations (Part I) represent our distillation and evaluation of the ideas presented by the Library's staff, our subcommittees, and the advisory groups, to which have been added our own insights and opinions. A special cautionary note is necessary. The Librarian asked us to emphasize what the Library should be without worrying about budgetary restraints. We have done so, but are fully aware that the implementation of many of our suggestions would require large amounts of money and many additional staff members. It is our belief that many of the numbered recommendations in Chapter I-VI represent practical steps the Library could take now without causing undue budgetary or administration stress. Our focus, however, has been on the Library's future.

The Task Force and its subcommittees have conscientiously reviewed and discussed most of the major activities of this exceptionally complex institution, but many of those activities are not mentioned in our recommendations. Our emphasis is on those functions that we would like to see improved and those new services that, if undertaken, will make the Library of Congress more useful in the future.

We are well aware that there are many other parts of the Library where essential work is proceeding efficiently and in a most satisfactory manner. The Library of Congress does many things very well and we assume it will continue to do many things very well. This realization has been a major part of our education.

The supplementary documents section (Part II) contains certain suggestions referred to in our recommendations, working papers used and generated by the Task Force, and reports concerning Task Force meetings and procedures prepared by the Task Force chairman. These reports are reprinted from the Library of Congress Information Bulletin.

The 14 subcommittee reports (Part III) were treated as recommendations and many of the subcommittee recommendations are reflected in Part I of this report. In addition, the subcommittee reports contain dozens of excellent ideas that were not incorporated into our recommendations but which, at some time, should be seriously considered by the Library. The eight advisory group reports (Part IV) offer valuable new perspectives on the Library and its services. In addition to their inclusion as part of this report, they have been presented directly to The Librarian.

The Task Force would like to express its gratitude to those staff members who submitted suggestions, to those who visited the Task Force office during the daily "open house" hour to share their thoughts and concerns, and to those who contributed to our effort as subcommittee or advisory group members.

Our special thanks goes to the following subcommittee chairmen and co-chairmen who were not Task Force members: Helen W. Dalrymple, Kimberly W. Dobbs, Ronald Gephart, John R. Hébert, John W. Kimball, Louis R. Mortimer, Suzy Platt, Dorothy Pollet, Joseph W. Price, Winston Tabb, and Robert Zich. Mr. Zich also provided valuable assistance as a member of the Task Force staff. In addition, special help was provided by Constance Carter, Janet Chase, Adrianne Kirkland, Nancy Mitchell, Melissa Trevvett, Susan Tarr, and Christopher Wright. We hope and trust that this endeavor marks a new direction in the affairs of the Library and that our report justifies the confidence placed in the Task Force by The Librarian and by the dedicated staff of the Library of Congress.

The Task Force process has encouraged openness and the frank exchange of opinions throughout the Library. This new atmosphere, as well as the ideas it has engendered, must not be lost.

CONTENTS

Preface — Page

PART ONE: TASK FORCE RECOMMENDATIONS 1

CHAPTER I: FOR CONGRESS AND THE NATION 1

Service to Congress 1
Basic Responsibilities of the Library 2
The National Role 4

CHAPTER II: ACCESS 7

SECTION A: Collection and Information Services . . 7

Delivery of Books 7
Assistance to Readers 9
A Single Reference Department 10
Subject Specialists 11
Area Specialists 11
Special Formats 13
The Law Library 14
A More Rational Pattern of Reference Service . 15
Improved Reference Tools 16

SECTION B: The Researcher in the Library 18

A Center for Scholarship 18

SECTION C: The Researcher Outside the Library . . 20

An Interlibrary Loan Network 20
Photocopying Service 22
National Telephone Reference Service 23

CHAPTER III: COLLECTION DEVELOPMENT 24

A Collection Development Office 24
Retrospective Acquisitions 26
Management of Serials 27
Government Documents 28
The Acquisitions Machinery 29
The National Program for Acquisitions
and Cataloging 30
A National Preservation Program 31
Internal Preservation Priorities 33

CHAPTER IV: BIBLIOGRAPHIC CONTROL 35

SECTION A: A National Bibliographic System . . . 35

Leadership 35
The Problem of Subject Analysis 36
Bibliographic Data Bases 37
Standards 39
Seminars, Workshops, and Other Training . . . 39
An Office of Bibliography 39

SECTION B: Control of the Library's Collections . 40

Priorities and Policy Guidance 41
Cataloging Unique Collections 41
A Guide to the Collections 43
Bibliographic Continuity 44

CHAPTER V. THE CULTURAL AND EDUCATIONAL PROGRAM OF THE LIBRARY 47

A Unified Program 47
A Diversity of Products 48
The Cultural Message 50
Publications 51
New Departures 53

CHAPTER VI. STAFF DEVELOPMENT AND COMMUNICATION . . . 55

Career Development 55
Information and Orientation 56
Management Training 57
Professional Incentives 58
Supervision and Communication 59
The Intern Program 60
The Personnel Office 61

CHAPTER VII: Planning and Management 62

Leadership and Communication 62
The Planning Office 63
A Research Office 64
Coordinating Committees 65

CHAPTER VIII: UNIQUE OPPORTUNITIES FOR SERVICE 66

SECTION A: Organizational Opportunities 66

SECTION B: National Opportunities 71

PART TWO: SUPPLEMENTARY DOCUMENTS . . . .

PART THREE: SUBCOMMITTEE REPORTS . . . .

PART FOUR: ADVISORY GROUP REPORTS . . . .

PART ONE: TASK FORCE RECOMMENDATIONS

CHAPTER I: FOR CONGRESS AND THE NATION

The Task Force believes that the fundamental question before the Library of Congress at this stage in its history is one of organizational unity. How can the Library of Congress as a whole better serve both Congress and the Nation? The Library is a national resource without parallel. It is probably the largest library in the world, containing over 18 million volumes and 75 million pieces of research material, and employing nearly 5,000 people. In fiscal 1977, Congress appropriated over $137 million for its operations. All of these resources must be continually focused and refocused on providing the Congress and the nation with the best library and information services available anywhere. We must dedicate ourselves to making the Library of Congress one of the finest research and cultural institutions in the world.

SERVICE TO CONGRESS

The wide-ranging needs of Congress and its committees require a comprehensive Library with world-wide coverage that uses the most modern information technology. Because Congress long ago extended the use of this Library to the public, there has evolved a remarkable ability in the Library to gather knowledge and techniques from everywhere in the world and to share the organized products of this process with its users. In this basic sense, the national and international roles of the Library are inseparable from its most important function--serving as the library of the United States Congress. It is essential that all the users of the Library of Congress, whether on Capitol Hill or elsewhere, appreciate that improving service to Congress means improving service to all.

> Recommendation No. 1: that the Library of Congress as a whole focus its total energies and resources on providing Congress with the most effective and responsive service possible.

This heightened effort should have the following goals: improved coordination and cooperation with all the Library's subdivisions in providing Congressional services; a more aggresive program of informing the Congress about the total resources and services of the Library; and a systematic program of orienting the Library's staff to be more aware of the importance of serving Congress well. To help achieve these goals, the Library should establish the position of coordinator of Congressional services.

The principal task of the coordinator would be to provide a new Library-wide focus on Congressional services by directing and monitoring Congressional requests going to departments beyond the Congressional Research Service, organizing badly needed orientation and information programs on the Library's services, and standardizing recordkeeping and statistical reporting of all Congressional services. The position should be in the Office of the Librarian, perhaps associated with the Legislative Liaison Office.

BASIC RESPONSIBILITIES OF THE LIBRARY

> Recommendation No. 2: that the Library prepare for Congressional action a codification of the laws relating to the Library of Congress and request the inclusion in this legislation of a statement of purposes, privileges and responsibilities similar to the following:

> "The purpose of the Library of Congress is to provide to the Congress and its staff any reference, research, advisory, and interpretive services necessary for the performance of its legislative and representative duties. To perform this function, the Library has been granted special privileges not available to other libraries, including the receipt of copyright deposits for addition to the collections, legal provision for the acquisition of federal documents, and special treaty arrangements for the acquisition of foreign documents. These privileges carry with them obligations to serve as a major repository of the record of American civilization and a significant repository of the record of world civilization, to serve as a cultural and educational resource, to make its collections readily available for the purpose of research and scholarship, and to provide reference and information services to all citizens. These privileges also impose upon the Library the responsibility of serving as a national bibliographic center and as a leader of cooperative activities in acquisitions, cataloging, preservation, and reference work. These privileges impose related international responsibilities as well, including keeping knowledge and information flowing freely between the United States and other nations of the world."

Adoption of a statement of purpose, privileges, and responsibilities would be the first step in developing a formal set of policy guidelines that could be used for evaluating the Library's present services. All proposals for new services or activities should be measured against these guidelines. While considering new services, the Library must constantly seek to improve those organic operations concerned with acquisitions, bibliographic control, and the preservation and use of the collections.

THE NATIONAL ROLE

The Library of Congress is the most comprehensive library in the world, and this, of course, is one of the reasons it is a national treasure. The collections of the library must retain their comprehensive character, but the Library's present collecting policies should be studied and carefully delineated. The Task Force does not believe that everything should be collected at the Library any more than it believes that everything should be done by the Library in the area of bibliographic control. The Library must do a better job in sharing--collections, information, and people. The Library should emphasize its role as a national clearinghouse and referral center. To do so, it must pay closer attention to the needs of all its users, including Members of Congress, librarians, information specialists, researchers, scholars, and the general public.

> Recommendation No. 3: that the Librarian of Congress establish a Board of Advisors to assist the Library in articulating and fulfilling its national responsibilities. The Board should include as members the chairman and vice-chairman of the Congressional Joint Committee on the Library and distinguished representatives from the library and scholarly communities and from the the Library's other constituencies.

The Board of Advisors would in no way impinge on the oversight functions now performed by the Congressional Joint Committee on the Library. Nor would it replace other ad hoc advisory boards created by the Library for assistance on specific programs. In fact, the Task Force feels that the Library should consult far more frequently with representative groups from its various constituencies, both professional and scholarly, with regard to its programs.

The Library must increase its involvement in all aspects of national library affairs, especially by exercising greater leadership. The role of a national library leader is a difficult one, for in fulfilling it, the Library of Congress must be simultaneously a leader and a partner. It should assume the responsibility for seeing that essential tasks are performed, but always remember that those tasks might be best performed elsewhere. It must support and work with all the nation's libraries. What Melvil Dewey said before the Joint Committee on the Library in 1896 is still true: the Library of Congress must become "a center to which the libraries of the whole country turn for inspiration, guidance, and practical help which can be rendered so economically and efficiently in no other possible way." To become such a center, the Library must establish new, formal channels of communication between itself and other libraries and encourage suggestions and criticism. It must open its doors even wider.

> Recommendation No. 4: that the Library establish an office to coordinate the services offered by the Library of Congress to other libraries, receive comments from those libraries about our services, and act as a continuing liaison between the Library and the library community.

Located in the Office of the Librarian, this national library office would coordinate the Library's activities with the National Library of Medicine, the National Agricultural Library and, through the Federal Library Committee, with all federal libraries. It would serve as a continuing liaison with all major library associations and groups. The office would publicize the Library's services and coordinate a program enabling the Library to share its skills more effectively, perhaps through visiting teams and internships. It would study new ways by which the Library might lower the prices it charges libraries for our products. In particular, it should study the possibility and desirability of changing the 1902 federal statute governing the sales of the Library's cataloging to outside libraries, agencies, and individuals, with a view toward creating a sliding scale of charges. Finally, the office would help outside librarians get in touch with the appropriate LC department or division.

The Task Force believes that the Library should provide its users with access to its comprehensive resources in all subjects and in as many languages as possible. It should serve as an information center where all citizens can obtain answers or quickly learn where to obtain answers. It should become a center for scholarship and creativity, an institution that stimulates learning, research, and the exchange of ideas. It should make an even greater contribution than at present to the cultural and educational life of the country. In sum, the Library of Congress--already a grand accumulation of the world's knowledge--must become a more useful part of the national life. The first step is to make our collections and the skills of our staff more accessible.

CHAPTER II: ACCESS

SECTION A. Collection and Information Services

The whole point of library work is to put the needed object--book, periodical, map, recording--or its intellectual substance into the hands of the user. But the Library's readers have told us repeatedly in the user survey that it is here, in providing intellectual and physical access to the collections, that the Library of Congress needs the most improvement. The need is urgent and there is no excuse for delay.

DELIVERY OF BOOKS

Recommendation No. 5: that the Library place among its highest priorities the significant improvement of its basic book delivery service.

The Library must have effective book service in its general reading rooms. Additional staff, new management controls, an attractive setting for deck work, a new mode of staffing and supervision, and a new unified organization will provide the first steps toward greater effectiveness.

It is impossible for the Task Force to determine with precision how much of the problem should be attributed to what cause. It is clear, however, that the problem is multifaceted and that the Library must consequently attack it on many fronts. We urge that the Library conduct a thorough study to determine the cause of our "not-on-the-shelf" problem. This must include the location of the items not in place, an analysis of the reasons why they are not in place, and a determination of the exact not-on-the-shelf rate.

It appears that part of the problem is that the number of Library deck attendants per volume of the general collections is less than half the number in comparable organizations, such as the New York Public Library. We urge, therefore, that the Library increase its page staff by at least one-third by 1980. So far as possible, no deck containing normally used collections should be without its page, and no page should be without a supervisor close at hand. Such an expansion seems ideally suited to absorb positions made available because of automation.

We also urge those who administer the stack service to create and use effective management controls. A book that is not-on-the-shelf is virtually lost to the reader. Supervisors should check all not-on-the-shelf reports, and the administrators of the stack service should spot check items reported by supervisors to be not-on-the-shelf. Supervisors should receive regular reports from shelfreaders as to the state of the decks and incorporate this information and figures on NOS accuracy and speed of book delivery into the evaluation of the delivery system.

In addition, we urge the Library to improve materially the work environment of its pages. We recommend that pages receive special orientation and training to make them skilled searchers. We recommend that the Library review its housekeeping program to ensure that the stacks are always clean, and that graffiti in stairwells and elevators do not achieve eternal life. The Library should move with greater speed in placing new fluorescent lights in the decks and control rooms of the Jefferson Building. We recommend the issuance of smocks and the provision of personal lockers for the page staff.

We believe the Library should make far greater use of part-time pages, specifically college students who have demonstrated interest in and knowledge of some part of the general collections to which they would be assigned as pages. The page job is not constituted in a way that permits it to be the first stage in a page "career"; the position should be a "pass-through" for those (usually students) preparing for other careers. Nor should page work be full-time. It seems unreasonable to expect a staff member to spend eight hours a day isolated on a deck performing duties which of necessity are repetitive and boring. The goal of a conscientious part-time page should be a recommendation for a job elsewhere.

We urge the Library to merge the Stack Service Section of the Stack and Reader Division with that portion of the Collections Maintenance Office in charge of shifting the general collections. The work of these two groups is so closely related that the question of where the work of one begins and the other ends has caused controversy for several years. The units must be brought together and made to work harmoniously toward the achievement of neat, orderly, well-serviced decks and well-maintained collections. The new unit should be assisted in its work by a separate team of highly qualified shelf-readers. A team in the Preservation Office would continue surveying the collection for preservation purposes.

We urge finally that this merged unit be called a stacks section and that it be part of a general reading room and information division (for further details see Part II, Document A). The purpose of the new unit would be to focus more sharply the Library's now diffused efforts to serve readers. Splitting the jurisdiction between book delivery and reference service has left many gaps. Bringing together under a single, responsible administration all those who provide services in the general reading rooms will lay the ground work for a concerted effort to improve these vital functions.

ASSISTANCE TO READERS

Recommendation No. 6: that the Library create a logical system of reader guidance that begins at the door of the Library (or even on Neptune Plaza) and ends in the office of one of our subject or area specialists.

The Library must in turn do a far more effective job in educating readers to exploit the wide range of services available to them. The Library can make a great effort, for instance, to offer special searches and to put non-circulating books in reference collections; it can charge all books taken from the shelves, and in other ways make our collections more accessible to readers, but the effort is wasted if the reader does not know how to exploit these services.

In the main lobbies of the ground floor entrances to the Library of Congress and Jefferson Buildings there should be imaginative and well-designed orientation centers for tourists and readers. An attractive and easily understood system of signs should be developed to lead visitors through the buildings. Just outside the west entrance to the Main Reading Room a staff member at an information station should begin the sorting out of Library visitors: tourists one place, first-time readers another, experienced researchers another. A sign just inside the entrance to the Main Reading Room should direct all first-time readers to a reader advisory office located in the small alcoves adjacent to the entrance to the Main Reading Room. This office should be staffed at all hours with one or more reference librarians. These librarians would assist readers in making the most effective use of the Library's collections, services, and people.

Many readers should receive the next phase of their education about the Library from reference librarians stationed at the Main Reading Room Issue Desk. The Issue Desk should be staffed by both reference librarians and attendants handling matters of book service (for further details, see Part II, document A).

Another part of the system of reader guidance must be filled by assistants who will teach our readers how to use the Library's data bases and computer terminals. As a first step, the Library should establish a public computer terminal center at the rear of the Main Catalog and put a station within it for a terminal instruction assistant who must be available during all hours of service. Like the page jobs, these positions should be created by conversion of positions no longer needed because of automation. The Library's staff, along with Congressional staff members, also need such training. A small training facility for the use of these staffs should be part of the reader guidance service.

A SINGLE REFERENCE DEPARTMENT

> Recommendation No. 7: that the Reader Services and Research Departments be recombined into a single reference department which would have subunits for area studies, special formats, and general reference services.

We believe that the split of the Reference Department in early 1976 has caused confusion and inefficiency in the Library's operations. It has made coordination of acquisitions, processing, and preservation activities unnecessarily complex and has postponed the development of reasonably uniform reference policies and procedures. Finally, the administrative separation of the general book collections (Reader Services Department) from the special collections (Research Department) has created an additional layer of bureaucracy that must be surmounted in our common effort to view the Library's research collection as a single entity. We therefore urge the recombination of the Research and Reader Services Departments into a single reference department with three administrative subunits, each headed by an assistant director: area studies, special formats, and general reference services.

SUBJECT SPECIALISTS

The new reference department should set as a goal the creation of a staff of reference specialists that ultimately would possess a range of expert knowledge embracing all major subjects. We urge that the Library work toward achieving this goal of comprehensive subject coverage by the early 1980's. In 1980, after the move to the James Madison Memorial Building, additional space for those specialists will be available in the Library of Congress Building. Their services, of course, will also supplement the assistance provided to the Congress by the present Library staff.

AREA SPECIALISTS

> Recommendation No. 8: that the Library enlarge its staff of area specialists to encompass all major regions of the world by establishing an American studies division, a European division, and an African division.

The Library requires a full range of area specialists as well as additional subject specialists. We therefore urge that the Library enlarge its staff of area specialists so as to encompass all major areas of the world. Specifically, we see the need for the creation of an American studies division, a European division, and conversion of the African Section to a division.

The American studies division (covering the United States and Canada) could possibly incorporate the bibliographers working on the Guide to the Study of the United States, the staff of the Archive of Folk Song, the Local History and Genealogy Room staff, the American Revolution bibliographers, the Children's Book Section, and the American Folklife Center. In 1980, after the move into the Madison Building, the Library should give this division its own reading room where it would serve those needing expert guidance (and an enlarged reference collection) in American history and civilization. The reading room would, of course, require special facilities for listening and viewing. The Library has a special obligation in the field of American studies. The Task Force believes that the focus on American history and culture which an American studies division, with an enlarged staff of Americanists and bibliographers, can achieve would help fill many embarrassing gaps in both our collections and service. Furthermore the existence of this division would help define the tasks and responsibilities of the staffs in other divisions of the Library.

The European division would incorporate the present Slavic and Central European Division and add specialists for each of the major European countries not now covered. Spain and Portugal would continue to be covered by the Latin American, Portuguese, and Spanish Division. The purpose of a European division is once again to fill obvious gaps in our program of collection development and reference service.

The African Section should become a division. The organization of the new division will require careful thought. The report of the area studies subcommittee (Part III) provides useful background information, along with Document B in Part II.

The evidence of the report of the subcommittee on area studies, as well as common sense, reveals there to be a natural community among area study divisions. An assistant director is needed to shape their growth and services.

Once the area studies units are brought together, further study should be given to their organization. They should be structured in a manner which will be as useful as possible to the researcher while also recognizing internal Library needs. One danger to be avoided is the development of unwieldly geographic units. One way of organizing area studies units is to be guided by geographic divisions indicated in the composition of the various scholarly area studies associations. With this concept in mind, the following units would evolve: American, African, European, Latin American, Near and Middle Eastern, and Asian. Consideration should also be given to creating separate units for East Asia and Southern Asia. The report of the area studies subcommittee contains many ideas on this subject.

SPECIAL FORMATS

The position of assistant director for special formats should be created to head the subunit containing the special collections of manuscripts, maps, music, prints, photographs, and motion pictures. The assistant director would play an important role in coordinating the Library's cultural programs as well as in reference and bibliographic work in these difficult areas. This officer would have particular responsibility for working with the Assistant Director (Cataloging) in the Processing Department toward achieving a balanced and coordinated program of bibliographic control within the unit, including development of uniform subject headings and cataloging practices.

Within the special format divisions is a subunit which we wish to recognize. It is the performing arts group: the Music Division and Motion Picture Section. The Library should respond to the more prominent place the performing arts now hold in American culture by enlarging the scope of its performing arts operations. Accordingly, it must give the performing arts units the resources needed to support the expansion. We recommend specifically 1) that the Music Division create a dance section with the duty of describing our present holdings in the field and then much enlarging them with tapes, transcriptions, and other materials of documentation; 2) that the Motion Picture Section become a motion picture and television division and serve as the home for all our general films and videotapes; 3) that a theater specialist become one of the first specialists hired in the general expansion of reference service; and 4) that ultimately the Library consider establishing a theater section or division. These ideas are discussed at length in the report of the arts advisory group (Part IV).

With the exception of the Division for the Blind and Physically Handicapped, we recommend that the remaining units in the new reference department should be put under an assistant director for general reference services. The Division for the Blind and Physically Handicapped, with its specialized national program and a separate annual appropriation in fiscal 1977 of over $20 million should probably have departmental status or the equivalent. The planning office should study this question further and make a recommendation to The Librarian.

For additional details about the proposed reference department, see Document A, Part II.

THE LAW LIBRARY

We recommend strengthening all aspects of the Law Library's activities. In particular, there is a need for improved communication and coordination between the Law Library and other departments. In certain areas of the provision of legal reference and research services to Congress, the responsibilities of the Law Library and the Congressional Research Service are closely related. To ensure that Congress receives the optimum service in these areas, closer coordination between the Law Library and the Congressional Research Service is necessary. The Task Force is pleased to see that progress in this relationship has been made during this past year. A desirable future mechanism of coordination would include participation by the division chiefs of the Law Library, on the one hand, and the chiefs of the Foreign Affairs and National Defense Division and the American Law Division of CRS, on the other. In more general terms, the Law Library must be viewed as an integral part of the entire Library of Congress. The acquisitions, automation, cataloging, and preservation programs of the Library of Congress must include the Law Library and its collections to a greater degree than they have in the past. This is particularly true in the area of automation.

The Task Force believes that the vast and comprehensive collections of the Law Library should be made more accessible to libraries in the United States and abroad through an expanded publications program. Particularly useful endeavors would include an expanded series of law and legal literature guides for foreign jurisdictions, a subject index to a continuing United States Statutes at Large, and an informal series of guides to research in legal subjects. More scholarly publications based on the unique foreign law collections are needed as well.

Many proposals have been submitted to the Task Force regarding the organization of the Law Library, its leadership role, and its administrative relationship to the other Library departments. The report of the subcommittee on services to Congress (see Part III) lists some of the suggestions and summarizes others. The future direction of the Law Library is a complicated and important question that must be studied further by the planning office and other officials. In addition to organizational questions, the idea of creating a centralized national law center should be studied. This concept has great appeal, but development of such a center should not be undertaken unless the Library commits itself wholeheartedly. The report of the law advisory group (Part IV) contains many ideas about the Library's law services.

A MORE RATIONAL PATTERN OF REFERENCE SERVICE

The Law Library and the various units of the new reference department share many central problems. What is needed is greater uniformity in acquisitions, reference practices, and preservation. To help achieve this goal, the Library should create in both the reference department office and Law Library Office the position of reference coordinator. The coordinator should survey existing practices throughout each department. The Library needs, for instance, a rational system of hours of service, at a minimum offering Saturday hours for every reading room, with essential services like the Central Charge file available for extended hours.

The coordinators should develop management tools that permit the continuous monitoring of the work of the departments. The work of the user survey should be continued on a routine basis, allowing the Library regularly to sample the thinking of its users as the basis for evaluating policy and performances.

The coordinators should stay in constant contact with each other and with the Congressional Research Service and should anticipate the impact on the reference department or Law Library of new policies or services in other departments. They should make every effort that is compatible with unimpaired good service to Congress toward arranging the exploitation of the CRS reference machine for the benefit of the general reader. Finally, together with the coordinator of Congressional services, they should study ways of improving the services provided to Congress through the Library's various reference centers and book rooms on Capitol Hill. At present these offices are staffed by different Library departments. As suggested by the subcommittee on services to Congress (see Part III), a more unified administrative structure should be considered.

IMPROVED REFERENCE TOOLS

> Recommendation No. 9: that the Library provide its reference staff with the services, tools, and setting which will permit an enlarged reference program to be truly effective; specifically fast receipt of reference materials, new guides to Library of Congress staff and services, the use in some form of all the Library's data bases and research studies, and new opportunities for professional development.

As a first step, the Library must make plans for the editing and reproduction of the Main Catalog after it is closed (or "frozen"). Sets of the catalog should be placed in all reading rooms and near all computer terminals.

The reference staff must be able to order reference and other titles urgently needed and feel confident that they will in fact arrive and, indeed, arrive promptly. Few reference staff feel this confidence now. Those who do, in the Congressional Research Service and the Division for the Blind and Physically Handicapped, have a special reference collections staff to call on, and this staff has special ordering and processing privileges. We recommend that these divisions serve as a model to all reference divisions that maintain sizeable reference collections.

These special units must have the ability and authority to order titles from local bookstores or in other ways have the materials they request sent directly to them. Once the material arrives, there should be sufficient staff in the reference division to do any needed processing and send any appropriate notice to the central record of holdings.

The reference staff and readers both must have access to the full range of services and expert knowledge which exists in abundance throughout the Library. We urge that the Library produce an expanded series of guides to its various divisions and services, including a comprehensive directory of online data bases available in LC. We urge the Library to compile and publish a directory of its subject and language specialists. Information on the Library's specialists should be available online through the National Referral Center. The National Referral Center itself should explicitly broaden its scope to cover all major subject areas. It should drop the words "for Science and Technology" from its name, and provide information about people and organizations inside and outside the Library, at home and abroad, in every field of human knowledge. Such an expansion in scope would require its moving from the Science and Technology Division into the reference department office.

We recommend that the Library make publicly available the National Referral Center data base, all of its other non-CRS data bases, and products based on the CRS citation file, the legislative status file, and CRS studies or publications, where possible. The Library should seek permission from Congress to do so as necessary. We believe that the Library can make a persuasive case that giving the American people access to selected CRS data bases and studies will not only in no way injure our service to the Congress, but will in fact encourage and improve policy research being carried out elsewhere.

For the Library's readers to receive full benefit from the enlarged corps of specialists, LC staff must be given greater opportunity to develop their professional skills. The staff must be encouraged in their professional development. The Library should seek a level of staffing that permits our specialists to engage in appropriate research as part of their job and that also permits regular attendance at professional meetings. Subject specialists should be rotated into six-month to one year research positions. Additional staffing should permit the periodic assignment of area specialists to the Library's overseas offices. Such rotational assignments would improve the range and effectiveness of our acquisitions and greatly enhance the specialist's knowledge of a subject or area.

SECTION B. The Researcher in the Library

Once the Library has created an efficient book and information service, it should take steps to attract to the Library those who, using the service, can best exploit our resources.

A CENTER FOR SCHOLARSHIP

Recommendation No. 10: that the Library make itself more hospitable to the scholar and the world of scholarship by enlarging its facilities for study, providing appropriate courses, and offering grants for research in our collections.

We recommend the Library take the steps listed below to attract and better serve the serious researcher.

As soon as feasible, the Library should provide better physical facilities for all its researchers. Specifically, it should return to scholars the study rooms and areas for study facilities originally intended for these uses; provide a journal and new book browsing lounge and a common room; provide suitable seminar rooms and possibly a dining facility.

Jointly with universities, the Library should establish courses that grow naturally from our collections and services. Specifically, the Library should consider holding an annual institute of advanced bibliographic research, lasting perhaps two to three weeks, and aimed at acquainting scholars with the Library's collections and services; offer a course of training for librarians in the administration of research collections; and offer short courses in such subjects as folklore, maps, and copyright where our resources in people or collections are unexcelled.

The Library might wish to solicit private funds to finance scholarships or fellowships for the purpose of research in specific collections in the Library of Congress. The Library could give the scholar great freedom, but require a particular bibliographic task such as the compilation of a desiderata list or an analysis of a collection to fulfill the terms of the grant.

The services described above would make the Library into a leading center for advanced research and scholarship. Such a center would assure the presence in the Library of those best equipped to exploit the vast range of our collections and to make a unique contribution to the life of the institution.

We have outlined, in considerable detail, what seem to us needed steps toward making the Library an effective research institution offering prompt book service, improved access to the collections, and a wide ranging, well-trained, well-equipped staff. We have suggested the means for drawing to the Library those best equipped to make use of the powerful instrument of research we have sought to construct.
If we are able to secure the resources we need to build what has here been outlined, the Library of Congress will be transformed. It will be transformed from a baffling palace of mirrors that researchers sometimes have warned each other against into a thriving center for research without parallel.

SECTION C. The Researcher Outside The Library

In serving researchers, the Library should exert leadership in opening up the resources of all the world's libraries. It should do so in part by making its own collections available, but also by helping to create fast, efficient loan networks in a comprehensive system covering the nation and the world.

AN INTERLIBRARY LOAN NETWORK

> Recommendation No. 11: that the Library of Congress seek the growth of a system of compatible, coordinated, computerized loan networks that cover without overlap every part of the nation and the world.

Computer records should eventually underpin the workings of an international loan system. The computer could sort out and direct requests and keep a record of the number and kind of books loaned by participants. The Library must begin working with the existing networks in developing the needed standards, in providing the research necessary to forge technical links, in piecing together national and international programs and generally in creating a coherent system in which participation will be irresistable.

When, under the new system, a loan request does arrive at the Library, the Library should seek to supply the request by photocopy or telefacsimile whenever feasible. What the researcher usually needs is not the piece itself, but its text. To preserve our collections and keep them on the shelves ready for other users, the Library should supply, when the copyright law permits, the text in photocopy at nominal cost.

To support a greater role for the Library in the world of international scholarship, we urge that it become the initial source of American imprints for foreign libraries that have exhausted the resources of their own national networks. We believe also that the Library should consider 1) establishing an international lending center to speed loan requests from American libraries for items in foreign libraries, indemnifying the libraries as needed; and 2) establishing a photocopy center to copy foreign items for American libraries and borrow American items for foreign libraries.

To open the Library's own resources for still further use, the Library should change its policy so that it honors loan requests from any requestor who has gone through the loan network even though the person is not engaged in "advanced research leading to publication." Similarly, the Library should make freely available its little-used foreign language material to any American who can read the language of the text. Better management techniques will help us identify this "little-used material."

We recommend that the Library, in cooperation with other research libraries, support the creation of a national periodicals lending library on the model of the British Lending Library. Such an institution is essential in making the journal literature fully available to the American research community.

As a final step in opening up its resources, the Library should better inform the world's researchers and their libraries about our loan and photoduplication services. It should print pamphlets on these and other Library services for distribution to Congressional offices, patrons, and libraries. It should describe changes in policy in a special loan and photoduplication newsletter or in an enlarged Information Bulletin. It should prepare an informational packet of films, slides, and tapes, hold workshops, and consider establishing a staff exchange program. It should use the telephone as much as possible, not only to speed service, but to explain problems and clarify our policy.

An essential corollary to opening our resources is the retrieval in good time of loaned items for the use of others. For this purpose, we believe that except for Congressional and staff loans, the Library should require that all the material it loans be used in the borrowing library or office.

Secondly, if a library establishes a pattern of abuse of its loan privilege, the privilege should be withdrawn.

Thirdly, the Library should work with the Congress in arranging to "clear" persons resigning from Congressional offices; those with items on outstanding loan should have their final paycheck attached until they return or replace these items.

Finally, we believe that the Loan Division and the Congressional Research Service must continue to work together in improving our loan services to Congress and eliminating the duplication of effort in certain activities such as searching.

PHOTOCOPYING SERVICE

> Recommendation No. 12: that the Library use appropriated funds to support aspects of its Photoduplication Service.

An important non-loan component in making our resources more widely available is an efficient photocopying service. Our user survey has shown that some patrons believe our service is slow, and, in some categories, expensive. At present, the Photoduplication Service is operated with income derived from the services it provides its customers. We believe that the division should be supported by appropriated funds. This "subsidy" should be applied first to speeding the service and second, if possible, to lowering the rate charged the occasional private user for small jobs. The subsidy could either be direct, as by paying the salaries of the Photoduplication searching staff, or indirect, as by creating a centralized searching staff to handle the searching now done in the Union Catalog Reference Unit, the Loan Division, and the Photoduplication Service.

In addition, we would like to see the Photoduplication Service consider establishing a modified service. As now, copies of archival quality would be provided whenever required. But when requested, less expensive copies would be provided rapidly for general use. These copies would be clearly labeled "not of archival quality". This would have to be a tightly controlled system, for we do not want the Library's reputation as a leader in the development and enforcement of technical standards to be diminished.

NATIONAL TELEPHONE REFERENCE SERVICE

As a final element in opening up our resources, we recommend that the Library expand the National Telephone Reference Service to cover all major library networks and all members of the Association of Research Libraries. Once fully established, the service might be used as the nation's broker for pertinent data bases. We might also consider the creation of a national reference data base, consolidating online the hard won information now mainly on 3 x 5 cards husbanded in the files of reference librarians everywhere. For further information see the report of the subcommittee on services to libraries in Part III.

We have proposed many devices to improve access to the riches of the Library of Congress and the world's libraries generally. In his charge to the Task Force (LC Information Bulletin, February 20, 1976, p. 113), Dr. Boorstin asked "Are our collections as widely and as fully used as they ought to be. . .?" The answer implicit in this chapter, with its many recommendations, is "No, indeed." Our response is founded on the conviction that riches of the magnitude held by the Library of Congress and other libraries of the world place upon their keepers a profound obligation to share them with all. We hope what we have proposed will permit libraries to do just that, and in far greater measure than ever before.

CHAPTER III: COLLECTION DEVELOPMENT

The Task Force believes that the Library of Congress, in its multitudinous activities, often forgets the importance of its collections. They are central to all its endeavors and the institution is not giving them the full attention they deserve. While comprehensive in scope, they sometimes are weak in areas where the Library of Congress assumes and declares they are strong. Their physical condition is a matter for continued concern. In our acquisitions and preservation programs, as in so many other areas, a coordinated, Library-wide perspective is needed. The Library should assume an aggressive stance in its collection development activities, committing new positions and additional funds without apology. We must actively survey and evaluate the collections and acquire the needed items. We must see that each important item in our collections is either properly preserved in its original format or that--using advanced technology--a permanent record of its intellectual content is readily available. And we must enter into a new era of resource sharing with the libraries of the nation, providing new leadership in the development of cooperative acquisitions and preservation programs.

A COLLECTION DEVELOPMENT OFFICE

> Recommendation No. 13: that a collection development office be established and made responsible for selecting materials for the Library's collections, coordinating all recommending activities, soliciting gifts, and making decisions regarding the custody of the Library's various collections. The chief officer of this unit should have primary responsibility for the preparation of the Library's acquisitions budget and should chair the Acquisitions Committee.

The tasks of recommending and selection in the Library of Congress are infinitely more complex than at other large libraries and consequently require a rationale and coherence that will make the best use of the specialized subject and language talents of the staff. An improved mechanism for recommending and selection is urgently needed.

The present system of dispersed responsibility and part-time attention to the recommending function has produced inconsistency and inefficiency. The separation of selection from recommending creates built-in conflicts. Routing large numbers of catalogs to numerous recommending officers is wasteful and leads to delays. Many of the present problems could be alleviated by bringing together in a single office several groups now engaged in the recommending and selection processes.

The Task Force recommends that the required integration of functions be achieved by creating a collection development office consisting of the present Library Resources staff (Research Department), the Selection Office (Processing Department), the acquisition staff in the Public Reference Section (Reader Services Department), some searching staff from the present acquisitions divisions in the Processing Department, and a staff of full-time collection development officers some of whom might be rotated into the office from reference divisions, depending on the needs of individual units. With the decreasing ties between cataloging and acquisitions, particularly in the shared cataloging operation, the office might well be united with the new acquisition division described in recommendation no. 16. Such a "resources" branch could be located either in one of the existing departments or in a new department.

The collection development officers would work closely with the reference specialists in the divisions, coordinating and supplementing their efforts. The officers would receive intensive briefings on acquisitions policies and, applying their own first-hand knowledge of bibliography and the researcher's need, provide for the growth, shaping, and filling in of the collections that has long been needed. In addition to recommending acquisitions by purchase, gift, or exchange, they would review items rejected by selection officers and survey and evaluate the collections in their own special fields.

The Selection Office, which provides a necessary control in the entire process, would retain its independence within the new unit, working closely with recommending officers in discussing mutual problems and forwarding for review by these officers all items it rejects for addition to the collections. Any unresolvable divisions of opinion would be referred to the chief collection development officer for decision.

The collection development office would also initiate a full-scale study of the Library's arrangements regarding the custody of its collections. There are many anomalies to be assessed, as well as questions concerning further centralization or decentralization. Once the principles have been defined by the Library's administration, the collection development office would have responsibility for all decisions regarding the custody of the collections.

RETROSPECTIVE ACQUISITIONS

> Recommendation No. 14: that the Library, through its collection development office, intensify its efforts to acquire retrospective research materials. An expanded program for the solicitation of gifts must be part of this effort.

The staff of the Library of Congress cannot cover every specialization in depth. When needed, the collection development office should engage outside consultants with strong subject specialities to review portions of the collections and assist in the compilation of lists of desiderata. Such outside desiderata lists as well as internally prepared lists resulting from collection surveys, not-on-the-shelf reports, and reader recommendations should be a basis for retrospective acquisitions. (A distinction should be made between those items that should be acquired in the original because of their value as artifacts and those items for which a microform or other copy will serve the purpose equally well). The Library must aggressively pursue the search for items placed on the desiderata list, secure funds for their purchase, and arrange for prompt processing of those items acquired.

Increased use of desiderata lists and the continuing shortage of funds for retrospective purchases even under current circumstances suggest the need for an increased book budget and new efforts to acquire gift funds for special purchases. Many divisions of the Library have well developed gift solicitation programs in their special areas with support service provided by the Exchange and Gift Division. The collection development office should be in charge of the Library's gift solicitation program and play a central role in its coordination and enlargement. The Library has the national stature to attract sizeable donations, both of money and collections. The Librarian, by virtue of his position, has a key role to play in an expanded gift program aimed at soliciting funds from private sources and books or manuscripts in private hands. New approaches are needed. The humanities advisory group has suggested, for example, that the Library actively soliciT the specialized collections of distinguished scholars who are retiring from their academic careers.

MANAGEMENT OF SERIALS

Recommendation No. 15: that a committee on serials be established to coordinate the management of serials in every part of the Library.

It is essential that the Library staff step back and take a larger view from time to time in an effort to discern any systematic distortion or malfunction that may have developed in the Library's programs. Suggestions from advisory groups and staff members have convinced the Task Force that at least one such distortion exists now and urgently needs righting. Serials and documents have not received the attention and priority that is demanded by their inherent complications and value as information sources. A higher priority should be directed to these materials through a committee on serials composed of the division chiefs, or their representatives, from the Serial Division, Serial Record Division, and other offices with a major interest in serials. The report of the subcommittee on serials (Part III) describes the major problems this committee should address.

In particular, the committee must direct its attention to the problem of coordinating the management of serials throughout the Library. The committee should concern itself with the automation of serials processing, a matter which the Task Force regards as one of particular urgency, and with the maintenance and servicing of our serials collections. Without automation the Library will be unable to cope fully with its most urgent acquisitions problem, the claiming of missing issues or parts of serial titles. It is anticipated that automation will take a considerable period of time and as an interim measure we recommend that the Serial Record Division be provided several new positions to serve as a claiming group using manual methods later to be converted to automation.

In the same vein, the Task Force feels that the Compliance Section of the Copyright Office has not fulfilled its true potential as a means of enriching the Library's collections. In part the fault lies in the Library's inability to claim missing issues and in part in the lack of a strong and persistent compliance program. The new copyright law with requirements for prompt deposit and penalties for failure to deposit provides the opportunity to improve and expand the compliance function. The Copyright Office should expand its staff engaged in compliance actions, pursue a more aggressive compliance program, and orient appropriate Library staff members in the compliance provisions of the new law.

GOVERNMENT DOCUMENTS

Government documents are by their nature among the most difficult publications to acquire, control, and service. This is an area where the Library has unique opportunities because of laws, executive agreements, and special arrangements with state and other governmental agencies. Ideally the Library of Congress should have a comprehensive collection of the documents of all levels of government in the United States and strong collections of international and foreign publications. At a minimum, the Library must have a complete collection of U. S. federal documents.

The Library should take the lead in organizing cooperative efforts in collecting documents and in advocating improvements in their availability, control, and use. It should encourage the development of comprehensive archival sets of state and local documents in appropriate institutions around the nation. It should urge publication and the acquisition of documents in microform when feasible, and improvements in the cataloging rules relating to documents. In particular, it should cooperate with other institutions to assure that all documents find a place in an appropriate American library. It should also serve as a referral center, directing researchers to the library that holds the documents they need.

The Library should consider creating a special documents unit to concentrate on improving service on this troublesome category of material. There is no doubt that a wider range of services could be offered to Congress and other Library users. A core staff of document specialists would provide a focal point that presently does not exist. Ideas about the possible organization of this unit are in the report of the subcommittee on documents (Part III).

THE ACQUISITIONS MACHINERY

> Recommendation No. 16: that the Library increase the efficiency of its acquisitions machinery even further by merging the Order Division, the Exchange and Gift Division, and the acquisitions unit of the Shared Cataloging Division, then organizing the new unit into geographical subunits.

Under such an organizational plan the principal officer for each area would make decisions on how most expeditiously to bring the Library what has been recommended for acquisition--through purchase, exchange, or gift. Such an arrangement would minimize the duplication of receipts between purchase and gift items and would lead naturally to arrangements for LC's overseas offices to serve as acquisitions centers for exchange and gift as well as for purchased items. The principal officers would of course work closely with the collection development office.

The Task Force is heartened by the vigor recently shown by the Acquisitions Committee. We believe that it would be a healthy step to include on the committee all assistant directors in the reference department. The committee has a number of important tasks before it in the next few years including the redrafting of the now outmoded canons of selection, a reexamination of existing cooperative acquisitions arrangements, reformulating the definition of "retrospective materials" (and securing additional funds for their purchase), organizing a systematic, comprehensive program of acquisition trips abroad, and instituting a periodic inventory of our collections.

THE NATIONAL PROGRAM FOR ACQUISITIONS AND CATALOGING

> Recommendation No. 17 : that the NPAC program be extended to cover countries and regions that present difficult problems of acquisitions or cataloging, and that this expansion include new offices to cover Africa, Asia, and Latin America.

The Library of Congress has been favored with resources and mechanisms for the acquisition of United States and foreign materials unmatched by any other library in this nation or in any nation of the world. These large-scale acquisitions programs are the foundation of the Library's collections and should be expanded and improved. The NPAC program, the basis for the Library's international strength, should be extended to countries and regions of Africa, Asia, and Latin America that are not now covered. The Library must continue to discuss this urgent need with the appropriate Congressional committees.

A NATIONAL PRESERVATION PROGRAM

> Recommendation No. 18: that the Library of Congress, in cooperation with other research institutions, proceed as rapidly as possible in developing a truly national preservation program to help solve the serious preservation problems facing the nation's libraries.

The Library of Congress and the entire library world must pay more attention to the essential task of preserving the deteriorating materials in their collections. Preservation activities at the Library have been centralized only since the late 1960's, and the preservation function has not yet been fully integrated into all the Library's activities. However, the first steps have been taken in what someday must be a much larger preservation effort. In developing a national program, the Library of Congress should exercise leadership and provide coordination, but the endeavor must be nation-wide and involve many institutions and organizations.

The magnitude of the collection needing immediate preservation makes a set of priorities essential. The Task Force recommends that the preservation of American materials be given highest priority as a matter of both national responsibility and responsibility to the rest of the world. The Library should endorse and encourage the efforts of other nations to preserve their own heritage, for the scope of the problem is so vast that it can be solved with nothing less than an international effort.

The training of conservators is an important part of any national preservation program. This is one activity that must be performed by the Library of Congress, because of its unique technical facilities. The Library should expand its consultant services and reach out to other libraries through a more active publications program that should include both technical and non-technical materials.

Another desirable aspect of a national program is the creation of a central preservation collection for the storage of materials under controlled environmental conditions. The Task Force does not believe that the Library of Congress should necessarily administer this collection, but it should be intimately involved in its planning and development. This collection of the best copies of research materials in original format should include photocopying facilities and should be located in an easily accessible, central site in the United States. We urge the Library to take the initiative in developing plans for such a national preservation collection. If such a collection is established, it might very well be connected with the proposed national lending library for periodicals.

The Library of Congress receives thousands of duplicate volumes each year that should be used to help build a national collection. We propose that the Library establish its own central repository for the storing of these duplicates. This depot would be, in effect, a staging area; many of the volumes would ultimately be sent to a national collection. This warehouse might also contain extra copies weeded from the collection and serve as the site for preserving copyright deposits not selected for the Library's permanent collections. We believe that the retention and preservation of these copyright deposits is important. However, the Library also should form a knowledgeable working group to assess the value of the deposits and arrange for the transfer to the general collections of items now deemed valuable. The Library of Congress must continue to take full advantage of the unique copyright deposit privilege that has meant so much to its development as a repository of American culture.

Another national role for the Library is to function as a central clearinghouse for information regarding preservation and microreproduction. The Library of Congress must continue and strengthen its microform clearinghouse activities, thus becoming an active center for information about microreproduction and related preservation projects throughout the United States and the world.

The creation of a central repository for all master microforms created by research libraries and others and which meet technical and bibliographic standards is a corollary worth exploring. The collection presently maintained by the Library of Congress could serve as the base. If such a collection is organized, discussions should be undertaken with commercial micropublishers to determine under what conditions they might contribute their archival negatives. If arrangements could be made whereby all master negatives are deposited in a central location, the problem of protecting these important research sources would be partially solved. The Library of Congress, which has good relations with commercial micropublishers, could provide the leadership in this and other cooperative endeavors with the private sector.

In addition, the Library must provide essential leadership in the establishment of technical standards for preservation and microreproduction. The Library must continue its active involvement with other organizations in this vital activity.

INTERNAL PRESERVATION PRIORITIES

> Recommendation No. 19: that the Library's preservation committee be revitalized. The committee should develop a clear statement of Library-wide preservation priorities and a strong, well-coordinated system for selecting items for preservation treatment.

A national preservation program must be coordinated with the internal preservation needs of the Library of Congress. A proper balance must be maintained between the Library's national leadership role and its responsibilities to the preservation of its own collections, particularly the day-to-day maintenance activities. In time, of course, the national role of the Library in preservation will benefit the internal operations directly, but until more resources are available the balance must be carefully watched. For this reason, the establishment of subunits within the Preservation Office to administer the two programs is recommended.

The Library must recognize its preservation activities as truly Library-wide functions that have an impact on all of the Library's operations. Careful planning and close internal coordination are required, particularly with regard to the Library's responsibilities for acquisitions, bibliographical control, and reference service. We believe that the Library's preservation activities must be linked more closely with other Library operations and particularly with those of the various reference divisions. The revitalization of the preservation committee is the first and perhaps most important step that should be taken in this direction. The committee should be supported by a secretariat provided by the planning office.

The committee must concern itself with the internal balance between routine preservation operations involving many items and the more costly and time-consuming preservation of individual pieces. We recommend that the Library increase its capability to perform preservation work of a routine nature, both in the Preservation Office and in the custodial divisions (with Preservation Office guidance). Furthermore, a ready repair station is needed for immediate, albeit intermediate repairs. Both these recommendations, of course, require additions to the staff of the Preservation Office.

CHAPTER IV: BIBLIOGRAPHIC CONTROL

SECTION A. A National Bibliographic System

The Library of Congress must take new measures to provide, in concert with other institutions, systematic bibliographic control of all materials acquired by American libraries. The Library's ultimate goal must be to achieve the researcher's dream of a coordinated, comprehensive, international, machine-readable data base covering materials in all formats--books, films, sound recordings, periodical literature, and unpublished material--fully indexed. As much of this material as possible should be abstracted.

The road is a long one and there is no hope for one institution to go the whole way alone. All of the nation's bibliographic resources, both non-commercial and commercial, must be called on in this endeavor.

At this moment the Library of Congress has an opportunity that will probably be unique in our lifetime. A powerful and revolutionary tool, the computer, may permit libraries to achieve what was until quite recently an impossible dream. The Library of Congress, while continuing to produce traditional catalog products, must now look to full exploitation of the computer in providing libraries and their readers with access to the world's knowledge.

LEADERSHIP

Recommendation No. 20: that the Library provide strong leadership in developing a comprehensive national bibliographic system through exploitation of rapidly developing computer and telecommunications technology.

The Library of Congress is uniquely situated to provide leadership in orchestrating a national bibliographic system. The Library already produces a major portion of the fundamental data for such a system and, through its participation in two cooperative programs, CONSER and COMARC, has made a beginning towards a balanced multilateral network.

To speed the development of this network the Task Force recommends that the Library move swiftly to complete conversion of all current cataloging of materials in all formats, languages, and alphabets to machine-readable form.

While current materials have the highest priority, it is essential that the vast reservoir of existing bibliographic data, both in the Library of Congress and across the nation, also be converted to machine-readable form. This immense project will require the fullest cooperation within the entire bibliographic community and may take a lifetime to implement, but through the computer such a project is eventually possible. As a starting point, we enthusiastically support programs for cooperative input, such as COMARC and CONSER, and urge the use of validated records from other institutions such as the Ohio College Library System. We also recommend strongly that the Library continue to pursue the development of new technology such as optical scanning devices for conversion of existing catalog copy.

The Library should aim particularly at cooperative entry of such problem publications as state documents and should draw into its computerized system the National Union Catalog of Manuscript Collections and other specialized catalogs as soon as possible.

THE PROBLEM OF SUBJECT ANALYSIS

The entire subject approach to cataloging should be reviewed with an eye to providing the researcher with a more efficient and thorough access to the world's literature. Whether through the use of some new technique such as PRECIS or simply through expanded use of existing headings, the Library must endeavor to provide a scheme for subject analysis in greater depth than it is now offering through the MARC cataloging record.

The existing LC subject heading system was developed in an environment of card and book catalogs and for this reason (and economic reasons) in-depth analysis has up to now not been possible. With the advent of automation, new techniques are available which would allow the assignment of multiple subject terms and allow the user to discriminate by combining terms or by differentiating between the major subject terms and the minor terms describing a given work. Systems such as PRECIS or natural language indexing of abstracts, such as those provided by CIP publishers, should also be studied.

An urgent matter of long standing is the need for a complete K (law) classification schedule. Without it, the bibliographic control of our important law collections will never be satisfactory. We urge the speedy completion of this schedule.

The Library might also consider enriching its cataloging records with new or alternate forms of entry or subject headings for use in special categories of libraries. Some in the public library community have voiced the opinion that the needs of public libraries are often not met by Library of Congress cataloging which, they believe, is directed to the requirements of the research library. The Library should discuss this assertion with a wide sampling of public and other non-research librarians to determine its validity. If it is valid, the Library should develop and arrange the application of alternate forms.

BIBLIOGRAPHIC DATA BASES

In order to help create a national bibliographic system, we believe the Library must exert leadership not only in automated cataloging, but also in the information business generally. The Library of Congress has been preeminent in the traditional cataloging of books and serial titles.

But the conventional catalog has become just one phase in a whole new world of bibliography. Enormous bodies of data can be merged or at least searched through a single tool, the computer terminal.

Every possible effort must be made to insure consistency and comprehensiveness in data bases. We urge the Library to review the repertoire of existing data bases and services, public and commercial, for three purposes: first, to provide libraries with a comprehensive and regularly updated directory of data bases; second, to develop standards and take other actions to avoid any harmful and unnecessary inconsistency or incompatibility of coverage, access language, format, software, or policy; and third, to take advantage of existing data or techniques to avoid duplication of effort as the Library of Congress develops its own programs.

The Library should also review existing services to discover gaps in coverage and encourage professional groups or commercial agencies to fill in these areas. If this fails the Library should itself consider providing such services.

An obvious gap is the lack of a complete retrospective bibliography of American history and culture. We believe that the creation of such a bibliography, while an enormous task, would be a most appropriate undertaking for the Library of Congress. (For details of such a project, see Document C, Part II.)

Other suggestions from subcommittees, advisory groups, and individuals have identified a need for automated union lists of manuscripts, music, audiovisual and other instructional material, and microforms. An online catalog of microform masters seems an essential component in an effective national preservation program. Persuasive cases have also been made for more extensive computerized coverage of maps, motion pictures, and legal materials, particularly foreign. The possibilities are so great in the legal field that they could provide the basis for a national law center (see the report of the law advisory group in Part IV).

STANDARDS

Development of a national bibliographic data base built through cooperative endeavor depends on the existence and use of standards--both in the area of bibliographic codes and in the area of computer formats, protocols, etc. The Library is already deeply committed to a leadership role in the development of such standards, but it needs to increase its involvement with groups working in such areas.

SEMINARS, WORKSHOPS, AND OTHER TRAINING

More detailed information about technical processing procedures and techniques used in the Library would be of great value to many libraries because they depend so heavily on LC bibliographic products--cards, book catalogs, tapes, etc. The Library should seek to fill this need by a vigorous public education program. This could take a variety of forms such as workshops and seminars, more individual consultations, visits by teams of LC experts, videotapes, slide sets, and other types of training.

AN OFFICE OF BIBLIOGRAPHY

The Library must create an effective office to undertake its own enlarged program of bibliography and to expand its role in the world of information. We recommend, therefore, the establishment of an office of bibliography. This office should be attached to the reference department office and should oversee the "traditional" bibliographic program of the Library. It should be capable of compiling the guide to the collections of the Library of Congress detailed below, coordinating the compilation of divisional guides, and compiling on-demand and timely bibliographies that cannot be assigned to present divisions.

Within the new bibliography office should be the position of chief bibliographer to exercise final authority on matters of form, work closely with the cataloging committee in shaping uniform or at least compatible rules for cataloging and bibliography, establish a training program in bibliographic citation that is Library-wide, and compile a bibliographic style manual that is definitive and up-to-date.

The office should conduct a study to determine whether standards for bibliographic citations and standards for cataloging could be brought more into line so that in an automated system, where appropriate, the former could be derived from the latter. This would not preclude the production of individual bibliographies in which the citation, where necessary, was restructured to serve the needs of an individual user or group of users. The director of the office would attend meetings of librarians, information scientists, and the information industry; would work toward the establishment of national and international standards (as well as toward the general cooperation of all parties); and would serve as one of the Library's principal advocates in moving toward the "researcher's dream."

SECTION B. Control of the Library's Collections

It is imperative for the national bibliographic system to include a record of the total holdings of the Library of Congress. The description the Library can now offer is woefully incomplete, however, and must be greatly augmented. At the present time, no Library-wide administrative mechanism exists for developing a coherent approach to the bibliographic control of all these collections.

Because no such mechanism exists, the Library's reference staff has felt it had no effective voice in setting the Processing Department's cataloging priorities or in other decisions on cataloging. Processing Department staff on the other hand have felt themselves pressured and criticized on all sides no matter what they do.

What is needed is a mechanism to give reference needs effective representation and at the same time to make clear the good intentions of the Processing Department.

PRIORITIES AND POLICY GUIDANCE

> Recommendation No. 21: that the Library establish a cataloging committee made up of representatives from the Processing Department and all other Library departments.

This committee would periodically review both the priority system and the general practice of cataloging. Those sitting on the committee would be expected to represent their constituencies with, in addition, the processing group voicing the needs of the nation's catalogers, and the reference group voicing the needs of the nation's researchers. All must, of course, be mindful of the needs of the national bibliographic system. We believe that when catalogers and reference staff sit down to talk about difficult cataloging issues, the airing of the desires and problems of both sides will not only contribute to the making of sound decisions, but will foster tolerance and good feeling on both sides.

CATALOGING UNIQUE COLLECTIONS

> Recommendation No. 22: that the Library make every effort to gain the same level of support for cataloging its unique collections as it has received for cataloging the current output of the world's presses.

The Library has done magnificently in gaining support for its national cataloging programs. The Task Force believes similar support should be forthcoming for cataloging collections in the Library that are unique and constitute national resources. The special collections, particularly microforms, pamphlets, older sound recordings, and prints and photographs, should be brought under suitable bibliographic control and the resulting catalogs and subject analyses made available to other institutions. In doing so, optimal use should be made of copyright cataloging for certain categories of materials, such as sound recordings and unpublished music.

A major portion of the Library's collections (primarily the special subject and format collections), which includes much in the Library's possession that is unique or most valuable, has received either no bibliographic control or control so limited and baffling that the material is lost to all but a small public.

Indeed, a great deal of this material is available only through the memory of a member of the staff. In some cases there are current ongoing cataloging programs, but in most cases, there are holdings which have been given limited cataloging control and which are outside the central bibliographic record. The cataloging committee must determine which methods are most appropriate in each instance--tapes, cards, archival control, published bibliographies--and then determine which unit within the Library should be assigned the cataloging job. Once that is decided, the difficult work of establishing priorities must begin--priorities as to staffing as well as to cataloging.

We are well aware that the present cataloging staff would have to be greatly expanded to achieve many of the goals outlined in this section, as well as in this entire chapter. We wish to emphasize that the crying need for catalogers to work on materials in the special collections must be satisfied without injuring the internationally important cataloging process that now exists. We urge the Library to attempt to secure a larger pie, and not to diminish the size of any of its pieces.

If this is impossible within the near future, however, we urge the cataloging committee to review the Library's overall needs and consider a reallocation which would increase the number of catalogers available to bring the special collections under control. An appropriate time for such a reallocation (if reallocation seems to be necessary) might be the time when cooperative cataloging online has reduced the Library's needs for book and serial catalogers.

In line with our goal of improved bibliographic control of these currently neglected materials, we urge that some form of access to special format and special collection materials (including ephemera) be available (with location clearly indicated) in the Library's online data bases and possibly the public catalogs. (This will require the coordination of cataloging in the reference department and the Processing Department that is described in Chapter II). The reader advisory office will solve part of the problem this recommendation addresses, but not all. No reference librarian could master everything necessary to provide readers the detailed description of our entire collections which is required. More than that, special formats frequently provide information which even the most experienced librarian or sophisticated researcher might not imagine. In consequence, no format or collection of materials should be excluded automatically from representation in the general public catalogs and data bases. Researchers perceive the public catalog and data bases as being the key to the collections of the Library. We must see to it that in the future the key unlocks many more doors.

A GUIDE TO THE COLLECTIONS

To provide better access to the entire range of our collections, drawing the strands intelligibly together, we recommend the publication of a comprehensive guide to the Library's collections, possibly following the example of the excellent *Guide to the Research Collections of the New York Public Library* (1975). Such a work would serve as an essential handbook for the reader advisory office, but more importantly would inform the world, particularly scholars contemplating a visit to the Library of Congress, that we have materials in a variety of forms that would be of use. The comprehensive guide should serve as the culmination of a systematic project to compile detailed guides to each special collection, and indeed to our miscellany of card catalogs and data bases. Perhaps the first such guide might cover our major collections of documents not regularly cataloged, including microform collections.

The unified approach to the Library's problems which this report envisions should find expression here not merely in a Library-wide cataloging committee, but in many other practical ways, large and small.

The pilot program of stationing catalogers in the public catalog area to advise users should be enlarged to permit a flow of two-way exchanges among all the cataloging and reference divisions, including the Congressional Reference Division. Such exchanges would allow catalogers to discover how the catalog that they are creating is used, and would provide reference librarians with information that should allow them to utilize the catalogs and data bases more effectively.

We recommend that subject catalogers consult those in the reference divisions with appropriate expert knowledge when considering new or revised subject headings. Reference specialists should be consulted about subject headings in their fields of specialization. Area specialists, in particular, desire to see that subject headings expressing a world view are adopted by the Library.

Designated officers from the collection development office should regularly review the backlog in the cataloging divisions and earmark important titles for quicker cataloging.

BIBLIOGRAPHIC CONTINUITY

Like all quick and fundamental change, the arrival of computerized cataloging has caused a new generation of problems. We applaud the recent creation of the Committee on the Online Catalog to help guide the development of new services. We recommend, however, that the committee publicize its purpose and accomplishments and systematically seek out the views of the reference staff on questions at issue. It is essential that the committee become an open and effective channel known by all reference staff and used by them to help shape the services, products, and priorities of the online computer operations. The report of the subcommittee on automation and reference services (Part III) contains many good ideas concerning the internal coordination of the Library's computer services.

> Recommendation No. 23: that the Library, through the cataloging committee and Committee on the Online Catalog, create a forum to deal with the problems of introducing new technology, and specifically with the issue of computer-card catalog linkages, multiple online cataloging systems, and bringing all cataloging programs into the computerized bibliographic mainstream.

First the two committees, perhaps meeting jointly, must decide whether the Library will require full linkages between the automated and manual bibliographic system. The general reference staff has in the past held that to neglect these linkages would be to provide an efficiency for catalogers which would be more than offset by inefficiencies caused the acquisitions librarian, bibliographer, reference librarian, and the general public. The Processing Department staff has argued that creating such linkages would require vast expenditures of time and money, and would nullify one of the prime attractions of going over to a new system. It has argued that creating the linkages would imprison catalogers within the "dead hand of the past." The Task Force is not in a position to decide the issue, but we do urge the committees to seek an expert independent assessment which draws on the evidence of both users and producers of catalogs. The committees could employ the Library's research office or have an outside expert conduct the study. Speed is essential if a sound decision is to be made by the time the Library freezes the card catalog.

Secondly, the committees should investigate the question of the correct number of online catalog systems for the Library. The two present systems have diverse strengths and weaknesses. A single system would not be likely to serve efficiently all the needs now served by the two systems viewed in aggregate. The existence of two systems, however, naturally intimidates the new user, causes confusion, and complicates training. Perhaps a single-access language would solve some of the problems. We urge the committee to investigate all ramifications of the issue and put the Library on an examined and rational course.

Finally, the committees should create a phased plan for working all the Library's cataloging and bibliographic products into the computerized mainstream of the Library's central bibliographic record. Copyright cataloging, the *Monthly Checklist of State Publications*, and the *New Serial Titles*, for example, should all participate in and contribute to this central record with its widely shared standards. Such unification seems likely to improve the efficiency of our cataloging operation and facilitate the use of its product. It would also contribute significantly to creation of the national bibliographic system.

CHAPTER V: THE CULTURAL AND EDUCATIONAL PROGRAM OF THE LIBRARY

All great libraries are great centers of culture. The Library of Congress is an important force in the cultural and educational life of this nation. Its role of cultural catalyst is one with obvious and exciting possibilities for exploration and development.

The possibilities in fact are so exciting and so far reaching in their consequences that we feel a special responsibility to consider them with sober common sense. Concurrent with any expansion in its cultural and educational program, the Library must devote equal energy and resources to improving the performance of its basic housekeeping duties. These duties are collecting, controlling, describing, and delivering to patrons the materials of scholarship and the arts. Finally, we must test our ideas against certain basic principles.

The principles which should guide the cultural and educational program of the Library are described in the report of the Task Force's subcommittee on the cultural role of the Library (Part III). In general these principles are: 1) create a product--exhibit, publication, film, lecture--of the highest excellence; 2) build on the Library's strengths, developing a program that grows organically from collections and services; and 3) without strong reason, avoid programs that directly compete with existing programs outside the Library.

A UNIFIED PROGRAM

Recommendation No. 24: that the Library centralize the overall responsibility for cultural and educational programs in a single office advised by a cultural coordinating committee.

The office, located in the Office of the Librarian, should possess a staff large enough to bear the broad responsibility for coordinating all of the Library's cultural and educational programs. It should be responsible for both policy and operations, from the initial decision on the appropriateness and desirability of an activity to organizing the pieces into a coherent event. Working with the office would be a Library-wide coordinating committee composed of representatives from the various offices concerned with the institution's cultural and educational program.

The role of the office would be: 1) to consider, with the coordinating committee, all ideas received from the various constituencies represented; and 2) to shape the overall program of the Library, most especially the coordination of the Library's exhibits, literary, scholarly, and musical programs, and the related publications and publicity. The final step in creating a coherent structure is to name a cultural liaison officer in each appropriate Library unit to work with committee members and generally to serve as a contact point for those organizing the Library's cultural work.

A DIVERSITY OF PRODUCTS

> Recommendation No. 25: that the cultural office and committee plan Library events that involve the full range of the Library's collections, and that result in a wide range of subsidiary products such as catalogs, recordings, lectures, concerts, and other related activities.

For example, at the same time an exhibit opens, the Library should offer a series of publications (invariably including a catalog), live programs (e.g., lectures, concerts, symposia, and plays) that pick up and develop the central theme of the exhibit, and specialized exhibits in the divisions which further develop the central theme. Focusing the Library's efforts on major themes will doubtless attract, both to the Library and to the event, greater attention than we receive at present from the public and the media.

As indicated, we should seek to improve both the organization of our cultural programs and their substance. The report of the subcommittee on the cultural role of the Library suggests many possibilities for improvement. Literary programs are an obvious example. The Library could extend its series of live poetry presentations to include other forms of literature. This would be entirely consonant with the Library viewed as a temple to the printed word. Clearly, it would build on a strength of the Library--what other institution can boast of a stronger collection in world literature? A program of book and author forums or critics' roundtables would add significantly to the cultural life of Capitol Hill and Washington.

Authors of short stories, drama, novels, and non-fiction could be invited to the Library to discuss their work and critics could participate and engage in roundtables. All programs would be taped and made available (as should all Library presentations) to the media, schools, and libraries. Transcripts of the tapes would add distinction to the Library's publication list, while the program as a whole would help establish us as a friend to letters and champion of the printed word.

The scope of our musical programs could also be expanded. Our unparalleled recorded sound collection might be tapped to create informal noonday recorded concerts for tourists, staff, and music lovers generally, a beginning toward exploitation of our enormous riches in this field. Such concerts could provide an opportunity for the public to hear recordings from the Library's collections in the context of reminiscences, evaluation, or other presentations by the artist, his associates, noted music critics, or other experts. The schedule could encompass not only folk music, but jazz, classical, band, and other music. Live folk, jazz, or popular music presentations pose more of a problem. Other organizations particularly the Smithsonian Institution, have entered the field with some force, and the Library should be cautious in approaching this type of activity.

An appropriate extension of the present live concert series would entail encouraging research to identify works in the Library's music collections that are seldom played and that have not been commercially recorded. Such a program could be used to introduce more variety into the repertoires of the groups that play here. These pieces could be recorded in concert and sold by the Library, filling a gap in the recorded repertoire while at the same time exploiting the collections. A similar program, resulting in reprints rather than performances or recordings, might be undertaken in American literature and drama.

Exploitation of our research collections, particularly the special format collections, might take another direction. When appropriate, the Library's exhibits program should include sound, film, or slide presentations in the exhibits themselves, in an accompanying series of live performances or lectures, or during an exhibit opening.

Exhibits and performances might make better use of the space, though limited, now available in the Library. For instance, the Neptune Plaza is an obvious location for lunchtime band, jazz, or brassband concerts. Orientation exhibits might also begin on the Plaza. The courtyards and the Great Hall are also suitable for certain kinds of performances.

THE CULTURAL MESSAGE

Recommendation No. 26: that the Library greatly expand its publicity program for all cultural events.

The different nature of each program demands that the publicity vary. For example, while our chamber music concerts regularly fill the house, we do not always receive the recognition we deserve for presenting them. At the same time, many of the poetry programs play to half-filled houses, in part because we have publicized them only to the converted. Each of these problems requires a different solution. All will entail a greater effort to secure publicity through radio and television spots, recorded telephone messages, more imaginative print advertising, or, on occasion, more Barnum-style hoopla.

Publicity takes many forms and one of the most dignified, effective, and suitable for the Library is representation at scholarly meetings. The "exhibit" by the Library at the December 1976 meeting of the American Historical Association should serve as an inspiration to further efforts in that direction. At a minimum, the Library should attractively display its publications (including appropriate phonorecords, facsimiles, and the like) and demonstrate its computer data bases. The exhibits should be staffed by knowledgeable and friendly reference, information, or subject specialists from the Library. In addition to representation at the American Historical Association and the American Library Association, the Library should exhibit at such meetings as the American Association for State and Local History, the American Political Science Association, the American Studies Association, the American Society for Information Science, the Modern Language Association, the Organization of American Historians, the Oral History Association, the Society of American Archivists, the Special Libraries Association, various area studies organizations, and many others.

When national conventions meet in Washngton, the Library should work with local arrangements committees to plan a more effective presence. For example, it could schedule lectures, tours, or panels covering LC collections of special interest to the group.

PUBLICATIONS

> Recommendation No. 27: that the Library reassess its entire publication and sales program, refocus the Information Bulletin and Quarterly Journal to meet specific editorial purposes, consider establishing a Library of Congress Press, and investigate ways to reduce its dependency on the Government Printing Office.

One essential underpinning of a publicity program must be the Library's periodical publications. At present the Information Bulletin is a melange of staff news, Library announcements and professional news for the general library community. The Task Force recommends a separation of these functions and a strengthening of each. We recommend that the Library publish 1) a weekly house organ of a lively, informal character and 2) a fortnightly or monthly publication with technical and cultural news of general interest to the library world. The Information Bulletin should cover in greater depth such matters as the meetings of staff organizations, marriages, births, deaths, new Library regulations, facts about insurance programs, and other matters of internal value.

The second, as the external bulletin of the national library, possibly entitled The National Library Bulletin, should devote itself to matters of general professional interest. This should be construed much more widely than at present so that, for instance, the new publication should reprint the full text of all major speeches by Library officials, should provide a full calendar of events within the Library, including all professional meetings attended by outside participants. It should contain regular columns detailing new developments in each department of the Library. To support this work, the publication should have sufficient editorial staff to seek out the news and report it in a clear and graceful style.

On the general topic of publications, we recommend that the Quarterly Journal focus its efforts more sharply. The editor, in consultation with the Library administration, should clearly state the purpose of the publication and then test articles submitted against this standard. Secondly, we recommend that in its program of book publication the Library adhere closely to the principles communicated at the beginning of this chapter: it should produce works of unvarying excellence and build on strength. A program of excellence in this connection does not mean that "popular" works (i.e., books of general interest) are not appropriate as Library publications. On the contrary. It does mean, however, that the Library must continue to issue works of the highest bibliographic and scholarly standard even though they appeal to a small audience. In addition the Library should publish or join in publishing popular works that bring to a wide audience a knowledge and appreciation of the resources of the institution.

There is one new work that is badly needed: an up-to-date guidebook describing the architectural and artistic splendors of the Library of Congress building.

The Task Force recommends that the Library consider issuing its publications under its own imprint. A Library of Congress Press could establish the Library as a distinctive source for works of scholarly and bibliographic excellence. At the same time the Library should investigate ways to reduce its dependency on the Government Printing Office. High quality printing, rapid publication schedules and an established imprint could greatly enhance the Library's reputation as a preeminent cultural resource.

The Library's own publications should be at the core of an enlarged sales operation. We recommend that the Library separate the sales operation from the Information Desk, place the operation administratively in the Publications Office, and provide more space for it as soon as practical circumstances permit. The sales area should be close to the heaviest flow of traffic and provided with sales staff who know not only what the Library has published, but also what it will publish. The shop should sell all of the Library's publications (including technical publications), its recordings, facsimiles (issued as part of an enlarged program of facsimile reproductions), reprints, photographic print reproductions and portfolios, greeting cards, and other reproductions of Library material that are valuable in both form and content.

The shop might also sell items produced elsewhere, such as editions or recordings of poets who are reading at the Library, recordings and scores related to musical performances, books or prints of artists on exhibit, and similar items.

NEW DEPARTURES

What has been described to this point is a program fairly closely tied to what the Library is now doing. However, several of the many new departures suggested to the Task Force seem so filled with vitality that we wish to recommend they be considered. All seem fully compatible with the Library's fundamental mission.

Perhaps the most exciting and ambitious of these is the proposal that the Library actively document American civilization. There are many significant events in American culture which are poorly documented and this documentation seldom finds its way into the Library either through copyright or other acquisition channels. Various kinds of dance and theater events happen only once or twice in remote parts of the country, and their existence is forever lost to the history of our culture except for documentation in skimpy reviews and other inadequate descriptive material. We recommend the Library establish an office to survey constantly the cultural happenings around the nation and record or arrange the recording of appropriate events for our film or videotape archive.

The office should also attempt to secure materials which help to document motion pictures and television, such as film outtakes, multiple drafts of scripts, stills, motion picture set designs, corporate records, and most especially censorship records. The office should take the leadership in making certain that all radio and television programs not acquired through existing copyright or gift programs are preserved. Finally, the office should institute an active program of oral history exploiting the presence of the many scholars, artists, and public figures who appear on the Washington scene.

It has also been proposed that the Library commission works in a variety of forms (film, cassette, videotape, prints) based on our holdings or discussing the Library as an institution. An example is a film tracing the history of modern man's knowledge of geography using LC's globe and cartographic collections as a point of departure. A possible extension of such a program would be the creation of a radio and television series based on the Library's collections and produced either in the Library's studio or under its close supervision.

Still other possibilities of merit are the creation of a translation center (see the report of the humanities advisory group in Part IV) and an LC speakers bureau supplying roving Library representatives and consultants (see the report of the subcommittee on the cultural role of the Library). The Library might reinstate travelling concerts subsidized by LC gift funds and embark on a much enlarged program of workshops, training courses, seminars, and exchange programs to serve the continuing education of librarians. It might also host a much enlarged program of seminars and symposia on a wide range of topics of national and international interest. Such seminars would be of interest to our Congressional, scholarly, and artistic constituencies.

Many of the programs we have suggested would of course require additional money, staff, thought, and effort. Furthermore, they are often aimed at an audience which is not our primary one. They are, however, programs of great consequence. They bring knowledge of our collections to a wide audience. They make the Library a place in which the potential donor can securely place his confidence. Most importantly, they display to the American people the great riches that make up their cultural inheritance.

CHAPTER VI: STAFF DEVELOPMENT AND COMMUNICATION

The Task Force strongly endorses Dr. Boorstin's statement of January 28, 1976, viewing it as a continuing challenge to the entire staff of the Library of Congress: "We must increase the sense of our staff's participation in the greatness of our Library. We must improve the working environment in order to make service in the Library a more enriching experience. We must do all in our power to insure that a career of service in the Library of Congress will be not merely a career of service, but also a career of self-fulfillment."

CAREER DEVELOPMENT

> Recommendation No. 28: that the Library create a career development section within the Personnel Office to accomplish the goals of enriching the work and developing the potential of its staff.

To enhance the career potential of each staff member, the Library should have a comprehensive career development and career guidance program to assist employees at all levels and to help the organization meet future staffing needs.

This section should study the interrelationship of all LC positions and compile a computerized job information bank. Perhaps, in its first year, the section could be assigned a finite goal (e.g., a cataloging career program) which could be expanded in successive years. The end result would benefit the majority of LC employees, technical and professional, supervisory and non-supervisory alike. The section would write and make available to staff a career development manual, showing the career progressions and lateral moves possible within the Library. The manual would also have information regarding the experience, training, education, and skills required to reach successive steps in any given career ladder.

By visiting the career development section, staff members should be able to learn the requirements of their career goals. Moreover, the section would offer professional career guidance and factual information (about the number, turnover, and requirements of all LC positions), so that staff members can make well-informed decisions on training and careers at the Library.

This section would share with the Affirmative Action Office the responsibility for investigating the relevancy of posted minimum job qualifications for LC positions, since accurate job requirements and promotion standards are essential to a realistic career development program. With the planning and Training offices, this section would share the responsibility for transfers from non-automation to automation jobs. The planning office would keep the career development section aware of changes that will affect LC positions, and the career development section will use its job bank and guidance service to assist staff members desiring careers in the Library's automated future.

INFORMATION AND ORIENTATION

> Recommendation No. 29: that the Library encourage within the institution the freest possible flow of information: information that orients, that educates, and that guides and enhances individual careers.

The Library must provide each staff member with a thorough orientation. The orientation must begin in a systematic way on the first day an employee reports to work. The Personnel Office should conduct on a regular basis a conscientiously prepared new employee orientation which will include a briefing on the Library of Congress, its history, mission, and organization; a Library tour; and a discussion of personnel matters, with distribution of brochures to be read overnight and discussed the next morning. After the morning discussion, the second day should conclude in the afternoon with a briefing by the new employee's supervisor. This briefing should explain the organization and functions of the new employee's work unit and should review and clarify LC personnel policies. The supervisory checklist should be used. A mandatory follow-up checklist should be the basis for a supervisor/employee consultation 30 days after the employee's arrival to make certain that vital information was not lost in the barrage confronting the employee during the first two days.

In addition, each department should be required to develop an orientation program to be presented at least semi-annually to all those it has recently hired. This program should be coordinated with the Library's central orientation by the Personnel Office.

Since orientation assists an employee in finding his way and understanding his purpose within the organization, it should not be the exclusive right of new employees. Information--current, complete, and correct--about the Library and its work is vital to a person's efficient functioning and satisfaction with the job. We therefore urge that the Library continue the orientation and professional education of its general staff by:

1) Opening the professional orientation series to all whose supervisors verify that their jobs require a substantial knowledge of other parts of the Library. Junior, as well as senior staff, should participate in presenting the lectures, leading the discussions, etc.

2) Instituting monthly or bimonthly tours of each department to be given by one or more of its knowledgeable staff members.

Details of the orientation program outlined above may be found in the report of the subcommittee on training and career development in Part III.

MANAGEMENT TRAINING

> Recommendation No. 30: that the Library offer a management development program to train its supervisors in effective management techniques.

In addition to providing supervisory staff with a sound knowledge of the Library that is constantly enlarged and brought up to date, we recommend they be given special training leading to professional, supervisory, and management development.

A new systematic program should emphasize the teaching of core practical knowledge and skills (e.g., the rules of labor/management and the writing of sound Personnel Action Recommendations or incentive award justifications). This should be obligatory for all Library managers and should be supplemented by a voluntary updating or enlarging of an employee's professional education. Courses should be offered on new reference works, computer systems, and changes in cataloging practices, among other topics. This training program might be enhanced by special purpose newsletters aimed, for instance, at supervisors. The newsletters would serve not only to convey information, but to develop a feeling of community and *esprit*.

PROFESSIONAL INCENTIVES

Participation in LC organizations and activities by staff members from the outlying annexes should be encouraged by fast, efficient communication. Special efforts should be made to see that these staff members receive postings, the LC *Information Bulletin*, and announcements of activities at the main buildings as soon as possible. The extra effort to include staff in outlying annexes must be made if we are to increase their sense of "participation in the greatness of our Library."

Training and education are, of course, not limited to what happens in a training course. Other devices should be created or encouraged. There should be professional roundtables not only for reference staff, but for catalogers (including copyright and special format catalogers), copyright specialists, subject specialists (like American historians), and others. Flourishing roundtables would permit a natural exchange of information among those who possess a common interest or training, but who are often isolated by their dispersal throughout the organization. The Library should establish a professional reading room that is comfortable, attractive, and well stocked with up-to-date journals. It might also offer a small browsing collection of recent professional books.

The Library administration must take full advantage of the skills, enthusiasm, and dedication of the staff. The Library must continue to reward this dedication through a strengthened Incentive Awards program. Junior as well as senior people should be sent to represent the Library in workshops and professional gatherings.

The existing non-union staff organizations should be encouraged in their work of professional development and communication. Programs which are clearly educational or which in other ways clearly serve the function of staff development should be exempt from rules designed to cover recreational meetings. Such programs should, in addition, be supported by the Library in practical ways: publicity, equipment, official leave, and so forth.

The Library should do more to encourage staff attendance at its evening cultural programs. A minimum number of tickets to each event should be set aside for staff use.

SUPERVISION AND COMMUNICATION

An aspect of communication which has been curiously neglected in the Library is that of conveying to supervisors and managers exactly what the Library needs and expects from them. Such statements should be systematically formulated and should emphasize administrative duties and skills. They should be reflected in position descriptions and used in the selection and evaluation of supervisors.

We wish to emphasize the need for careful selection and development of our managers. They must, of course, be technically competent, but they must also possess imagination, empathy, flexibility, impartiality, clearsightedness, --in brief, a genuine flair for leadership.

Next, a humble but essential thing. All supervisors should be required to meet with the staff members they immediately supervise at least once a month. The meeting should be part of the statistical record, and a failure to hold such meetings should be recorded in evaluations. In the spirit of furthering communication up and down the hierarchy, the Library should seriously consider urging or even requiring that all administrators from division chief through Librarian reserve an hour each week for a staff "open house." This could consist of private interviews, if necessary scheduled first-come-first-served, or periodic group receptions, or whatever experience showed to be most conducive to the free exchange of information.

THE INTERN PROGRAM

The Library's Intern Program has many virtues in developing professional employees. It is able to attract new employees of outstanding potential, foster communication, act as catalyst for needed discussions among staff, bring a little ginger to the organization, forge useful bonds between the Library, library schools, and the library community generally, and enhance in a significant way the professional education of those in the program.

We also recognize the shortcomings in the program: the frequent dissatisfaction of interns with their placement at the end of the program, the resentment of those not chosen, the disgruntlement of those who disapprove of the special treatment given interns, and the lessened recruitment need owing to the increased ease in the recruitment of outstanding new employees.

The Task Force subcommittee on training and development suggested as an alternative to the Intern Program an attractive program for professional development. (See Part III.) In view of the complex, widely ramified and, for the Task Force, somewhat peripheral nature of the subject, we recommend an intense review of the Intern Program by an appropriate ad hoc committee before initiation of the program for 1978-79.

THE PERSONNEL OFFICE

Recommendation No. 31: that the Personnel Office be placed in the Office of the Librarian.

The Personnel Office serves a vital function in the work of the Library. Recruiting clearly affects the quality of our service. Technical work in the mechanics of hiring, promotions, leave, retirements, and separations is intimately related to staff morale. The scope of the Personnel Office is Library-wide. These factors have caused many organizations to attach their personnel unit directly to the top administrative office. We believe the Library of Congress should do the same.

The Personnel Office should be encouraged in active recruitment both internally and externally to find people of outstanding potential or demonstrated excellence. The Library should not hesitate to seek qualified applicants for vacant positions, such as rare book conservators and specialists in foreign law, by reaching out nationwide to academic and vocational institutions, to library schools, and to professional organizations. In addition to such efforts to find needed specialists, the Library must attempt to fill each position--subject specialist, deck attendant, cataloger, messenger, and especially managers-- with a person who will bring a measure of professionalism to the Library's work, who will accomplish daily duties with skill, pride, and responsibility, who will flourish in the new setting we seek to create, and who will provide a level of service that does honor to one of the world's great treasure-troves.

The program of orientation, education, and career development that we have described should serve to create a sense of staff participation, enrich experience, and make possible a "career of self-fulfillment" in the Library of Congress. We call on the Library's staff, in return, to seize the opportunity we hope will be offered and to set a new standard of excellence in the performance of its duties.

CHAPTER VII: PLANNING AND MANAGEMENT

The Library of Congress must take immediate steps to improve all aspects of its planning, but especially its long-range, Library-wide planning. The institution requires strong direction of its total program by its top officers. Such central direction is impossible without systematic planning at all levels, systematic program review and evaluation, a more clearly defined decision-making process, and improved communication among the Library's decision-makers. The Library also must develop a variety of mechanisms for incorporating the advice of staff and outsiders into the planning and decision-making process.

LEADERSHIP AND COMMUNICATION

In the recent past, Library-wide planning has been impeded by the lack of a truly Library-wide point of view. The unification of the Library and a new focus on long-range planning will improve morale and the effectiveness of the entire institution. It will take strong, sensitive leadership to break down the psychological and procedural barriers between our major organizational units. We must create an atmosphere in which each unit can take pride not only in its own activities but also in its existence as part of the Library of Congress.

Leadership, communication, and morale of course are intimately related. We urge The Librarian and all top administrative officials to be more visible. They should make informal visits to various parts of the Library as often as possible. There is no better way for administrators to keep up-to-date and to improve staff morale at the same time.

A more formal structure is needed to improve communication between top Library officials and division chiefs. We suggest periodic meetings between The Librarian and the chiefs in each department. These should be informal discussion sessions and include as many staff members as possible.

THE PLANNING OFFICE

> Recommendation No. 32: that the Library continue on a permanent basis its newly created planning office and that it establish a research office.

The Task Force is pleased with the recent announcement that a planning office is being established on January 28, 1977, the day the Task Force effort ends. The planning office should play a major role in the Library's administrative process. Although it has no authority to make decisions, it has an essential guiding and recommending role to play. It should be concerned not only with long-range planning and program development, but also with appraising the Library's major ongoing programs and their management. In coordination with the Personnel Office, it should continually perform organizational studies and recommend organizational changes to The Librarian. It must work with the Financial Management Office with regard to budget planning and with the Library Environment Resources Office with regard to the planning and allocation of space within the Library's buildings. The head of the planning office should be an ex-officio member of the director's council and all coordinating committees, and his office should provide the secretariat for each of these bodies, performing staff work and preparing summary accounts of the meetings for distribution or publication.

The planning office should assist the national library office and the coordinator of network development in planning and monitoring the Library's national programs. It should work closely with the coordinator of Congressional services, the library research office, and the collection development office. Another responsibility of the head of the planning office should be chairmanship of an informal planning council consisting of planning officers (or executive officers) from each department.

The organization of the Library's automation activities is one topic that must be of immediate concern to the planning office and other Library officials. The Task Force received many recommendations on this subject, most of which are summarized in the report of the subcommittee on automation and reference services (Part III). Several organizational changes have been made in the Library's automation activities during the past year, but the scope and importance of the entire automation program makes continuing study imperative. The Task Force believes that this is one instance where the Library would benefit from a study undertaken by an expert from outside the Library.

Long range space planning must be a topic of immediate concern to the planning office and other Library officials. The Library must work closely with the Architect of the Capitol in planning for the institution's future growth. It is essential that all direct services to Congress, along with the collections that support those services, remain on Capitol Hill. The basic research collections also must remain centralized and on Capitol Hill; their unique value is in their relationship to each other. There are, however, many administrative services that in future years need not be located on Capitol Hill.

A RESEARCH OFFICE

A research office is badly needed. The Library of Congress must improve its capability to perform research into technical matters central to its own operations and into library problems generally. For the most part, research at the Library should be decentralized, but there must be a central coordinating office to oversee the entire research program. The research office would serve four important functions: 1) provide information about outside library operations that are relevant to the Library's programs; 2) encourage individual departments or divisions to undertake needed research; 3) coordinate and review, as necessary, all Library of Congress research activities and contracts; and 4) perform research needed by the Library's management.

The Library is deficient in providing its managers with adequate information for decision-making. It needs improved statistics for determining the cost effectiveness of programs and services. It needs Library-wide policies regarding the uses of labor-saving devices such as word processing equipment. Officials at all levels need statistically sound projections about topics such as collection growth, manpower allocations, and the impact of computer technology and other technologies. Internal standards are needed to measure and control work flow. Furthermore, the Library must begin regular assessments of user satisfaction. Such information is essential if the Library of Congress is going to develop a fully integrated, long-range and Library-wide planning process.

COORDINATING COMMITTEES

> Recommendation No. 33: that the Library reorganize its committee system with the goal of creating a more powerful and responsive group of coordinating committees. A director's council should be the capstone of the system.

With few exceptions, committees at the Library of Congress are not functioning particularly well. Committees are needed in the Library to improve communication among operating officials and staff. They should not manage, but coordinate. They facilitate management by permitting line officers to make more informed decisions. The committee system must be constructed with care to ensure that individual committees do not usurp the decision-making responsibilities of operating officials. The key is the concept of committees as coordinating and advisory bodies. Committees should give management a cross-departmental perspective; they should complement, not duplicate, the administrative structure.

The director's council should consist of The Librarian, The Deputy and Assistant Librarians, the head of the planning office, the department directors, plus any other officials invited by The Librarian. As the Library's principal coordinating body, it should meet at least once a month. The planning office should provide the secretariat. The directors' council will define the areas in which the committees are to make their contribution and refer topics to appropriate committees.

The number of coordinating committees should be held to a minimum. No committee should have more than 10 members, which means that each member must truly represent the views of others. Dereliction of this duty or a poor attendance record should result in removal from the committee. Each committee should be required to meet at least six times a year. Each should be abolished after two years if not continued by The Librarian or The Deputy Librarian. The planning office should provide the secretariat for all coordinating committees, as well as for the director's council.

Coordinating committees should be created to consider problems that concern more than one unit, but as groups they should not make decisions. The Librarian or The Deputy Librarian should appoint all committee chairmen, who normally will be the responsible operating officer for the activity in the Library. The committee members, chosen on a Library-wide basis by the chairman, will be responsible officers from each administrative unit involved.

At this time, the Task Force feels that the following coordinating committees are necessary: acquisitions, automation, cataloging, cultural activities, online catalog, preservation, and serials.

Coordinating committees should be supported by various departmental committees as well as by interdepartmental staff discussion groups or "roundtables", such as the Reference Roundtable now in existence. (See Chapter VI for more discussion).

CHAPTER VIII: UNIQUE OPPORTUNITIES FOR SERVICE

SECTION A: Organizational Opportunities

Historically, discussions of the organization of the Library of Congress often have included proposals to transfer the Library, or parts of the Library, to the executive branch of government.

The Task Force strongly opposes any such moves. We believe that the Library can fulfill the high hopes we have expressed for it only if it remains in the legislative branch. We are in full accord with the view expressed by the eminent librarian S. R. Ranganathan in 1950, on the occasion of the Library's sesquicentennial: "The institution serving as the national library of the United States is perhaps more fortunate than its predecessors in other countries. It has the Congress as its godfather. This stroke of good fortune has made it perhaps the most influential of all the national libraries of the world."

It is true that in a perfectly logical world, the functions of the Library would probably have been divided among two or three different agencies. The Task Force believes, however, that the diverse functions performed by the Library provide the institution with many unique advantages and opportunities.

Proposals to transfer parts of the Library to the executive branch usually focus on the Copyright Office or the Division for the Blind and Physically Handicapped. Again, we would strongly oppose any such action. The Copyright Office, in addition to supplying materials for the collections, provides the Library of Congress and therefore American librarianship with a vital link to the publishing industry and the creative world of authors and artists. This is a relationship to be encouraged and strengthened. The Division for the Blind and Physically Handicapped performs an important and unique national service. It also serves as a model for the rest of the Library in developing and delivering information services. As stated in Chapter II, the Task Force believes that this division probably deserves departmental status or the equivalent.

Our report emphasizes the need for improved coordination and planning so the Library of Congress can provide the best possible service to Congress and the nation. To achieve this goal, we have proposed several organizational changes plus the creation of a variety of planning and coordinating mechanisms. These proposals reflect our general conclusion that the Library's most pressing organizational problem is not its overall administrative structure, but inadequate coordination and communication between existing administrative units.

Here is a partial summary of organizational and related changes recommended in previous chapters:

-a new focus on using the resources of the entire Library to improve services to Congress, with a new coordinator of Congressional services serving as the catalyst

-the improved coordination of services provided to other libraries through the creation of a national library office

-the improvement of book delivery services through a new, unified administrative structure

-the establishment of a new reader guidance system which would include a more coherent sign system, a reader advisory office, and the use of computer terminal assistants

-the creation of a new reference department that would include new divisions for American studies, Europe, and Africa, a motion picture and television division, and a new dance section in the Music Division

-the development of a more rational pattern of reference service by establishing reference coordinator positions in the reference department and Law Library

-the strengthening of the Library's photoduplication services through increased support from appropriated funds

-the creation of a collection development office by merging the selection function, certain recommending activities, and the responsibility for the solicitation of gifts

-the establishment of a committee to coordinate serials management

- the strengthening of the acquisitions operations by merging the Exchange and Gift Division, the Order Division, and the acquisitions unit of the Shared Cataloging Division

-the establishment of an office of bibliography

-the establishment of a cataloging committee to review both the cataloging priority system and cataloging practices

-the increased use of the cataloging done by the Copyright Office

-the creation, through the cataloging committee and the Committee on the Online Catalog, of a forum to deal with new issues raised by the development of computerized cataloging

-the centralization of overall responsibility for the Library's cultural and educational programs in a single office that would be advised by a new cultural coordinating committee

-the establishment of career development section in the Personnel Office

-the transfer of the Personnel Office to the Office of The Librarian

-a new emphasis on Library-wide planning and program review led by the newly created planning office

-the establishment of a research office to coordinate and stimulate an expanded research program

-with the help of a reorganized committee structure, the clarification of the Library's decision-making process

The planning office should play an essential role in the Library's organizational development. As stated in Chapter VII, systematic planning and program review is essential for a strong, well-managed Library of Congress. Some of the coordinating functions recommended in earlier chapters, such as the national library office, might even be incorporated into the planning office at a later date.

The purpose of the planning office is to provide The Librarian and the Library's senior management staff with the advice and information needed for sound, Library-wide decisions. One of its most important functions will be to work with other Library units such as the Personnel Office in continually studying the Library's organization. Recommendations for organizational change will be made directly to the Librarian. In a progressive institution, no organization chart should be considered permanent. In cooperation with the individual departments and other offices, the planning office should spearhead a new era of organizational study and self-analysis. The goal, of course, is a more flexible, efficient and responsive Library of Congress.

We wish to emphasize that the purpose of the various coordinators and coordinating bodies is not to erode the authority of the Library's officials but to facilitate communication and informed decision-making. The number of coordinators and coordinating bodies must be held to a minimum.

The purpose of the various job rotation plans suggested in the preceding chapters, e.g. rotation between catalogers and reference specialists and the rotation of recommending officers into the collection development office, is to facilitate communication and strengthen internal services. Job rotation, of course, cannot be applied unilaterally. Unless the benefits of a proposed plan are clear to administrators and the employees who will be involved, it should not be undertaken.

In this report, the Task Force has also recommended studies of several topics, including:

- the entire book delivery system, including the "not-on-the-shelf" problem
- the organization of the area studies units within the new reference department
- possible departmental status for the Division for the Blind and Physically Handicapped
- the organization and future direction of the Law Library
- ways of improving the reference services provided directly to Congress through the Library's reference centers and book rooms on Capitol Hill
- the existing arrangements for the custody of the general and specialized research collections
- the desirability and possibility of full linkages between the automated and the manual bibliographic system
- the creation of a Library of Congress Press and ways of reducing the dependency of the Library's publishing program on the Government Printing Office
- the evolving organization of the Library's automation activities

SECTION B: National Opportunities

In a well-functioning Library of Congress, strengthening service to one group of users frequently strengthens service to all.

Improvement in general reader service by means of an improved book delivery system, for instance, will also help the Congressional Research Service to provide quick and thorough research for the benefit of Congress. Our provision for staff experts in all fields and all regions and languages of the world will powerfully supplement the expert knowledge that already is available to Congress. Our program to catalog thoroughly the entire holdings of the Library, giving particular attention to what is unique to our collections, will increase the range of research material available to everyone.

In our program of national and international library leadership, the picture is the same. Benefits and opportunities flow both ways. We have proposed that it is incumbent upon the Library of Congress, as a national library, to:

-provide strong leadership in the development of a comprehensive national bibliographic system

-assume leadership in creating a national preservation program

-enlarge the national telephone reference service and the national referral center

-assume leadership in creating a systematic loan network and a national periodical lending library

-continually seek ways of making the Library's products available at a price within the financial reach of all libraries

-establish a systematic outreach program through workshops, internships, and consultant services

-continue to provide leadership in the establishment of standards and guidelines

-enlarge its role in the cooperative acquisition of foreign materials.

Without exception these are cooperative undertakings that require careful planning and close coordination with the libraries and library associations of this nation and the world. Their successful completion will be impossible without cooperation and support from other libraries. As mentioned in Chapter I, the role of the Library of Congress in these endeavors is a delicate one. It must simultaneously be a leader and a partner. It must be a source of information, a clearinghouse, and a referral center. We think that the creation of the national library office will make this difficult task easier.

Each of the endeavors listed is one element in a strong program of national library leadership. In recent years the Congress has shown an increasing appreciation for such leadership, which benefits libraries in every part of the country. Congress itself has a unique opportunity to serve the entire nation through the Library of Congress.

Each of these endeavors should also enrich the Library itself. If the Library of Congress can unify its internal program, if it can work with greater harmony within itself and with the library and information community, it will improve its services to all--to Congress and the Nation.

SUPPLEMENTARY TABLE OF CONTENTS

PART I. 1. Report to the Librarian of Congress from the Task Force on Goals, Organization, and Planning (Summary Document)

2. Special Announcement 814--Completion of the Report

PART II. Task Force Documents

Doc. A - Background Information: Reference Service
Doc. B - Background Statement: Area Studies
Doc. C - Background Statement: Retrospective Bibliography of American History and Culture

Doc. 1 - Administrative Structure of LC 1939-1975
Doc. 2 - LC Objectives and Organization
Doc. 3 - Statement by Librarian of Congress, Daniel J. Boorstin
Doc. 4 - Task Force Subcommittees
Doc. 5 - Task Force Schedule and A Report on Task Force Activities (Letter)
Doc. 6 - First Interim Report
Doc. 7 - Task Force Subcommittees (superceding Doc. 4)

Appendices - 11 LC Information Bulletins, January 16, 1976 through January 28, 1977
Draft Summary of Former Statements on Objectives of the LC

PART III. Subcommittee Reports

1. Area Studies
2. Automation and Reference Service
3. Bibliographic Access
4. Bibliograhpic Role of the Library
5. Collections Development, Custody and Preservation - and - Issue Brief from Copyright Cataloging Division re: Americana vs. Foreign
6. Cultural Role
7. Documents

8. Loan and Photoduplication Services
9. Training and Career Development
10. Serials
11. Services to Congress
12. Services to Librarians
13. Services to Staff as Users
14. The User Survey: Reader Survey; Interlibrary Loan; Loan Service to Local Government Libraries; Photoduplication Service; Reference Correspondence Services; Telephone User Survey; National Union Catalog Reference Service

PART IV. Advisory Group Reports will be a separate entry when available.

Library of Congress
Office of The Librarian

SPECIAL ANNOUNCEMENT 814
January 28, 1977

To: Members of the Staff

From: Daniel J. Boorstin
The Librarian of Congress

Subject: Completion of The Librarian's Task Force on Goals, Organization, and Planning

I am pleased to announce the completion of the work of The Librarian's Task Force on Goals, Organization, and Planning, and the presentation to me of its report along with the members' findings and recommendations for the future work of the Library.

I particularly want to express my appreciation for the leadership John Y. Cole has given as Chairman of the Task Force (established in January 1976 and described in Special Announcement 732), and commend him and all who have served with him for completing this enormous task within one year as planned. The Library owes a special debt to the members of the Task Force: Alan Fern, Beverly Gray, Tao-Tai Hsia, Edward Knight, Lucia Rather, Lawrence S. Robinson, Norman J. Shaffer, Robert D. Stevens, Elizabeth Stroup, and Glen A. Zimmerman, who were chosen for their experience and ability to bring to the group a knowledge of the entire institution. The Committee was ably supported by Janet Chase, Nancy Mitchell, and Robert Zich.

The Task Force was asked to conduct a full-scale review of the Library and its activities. To do this they were urged to counsel with and solicit ideas from the Library staff and to seek advice from outside groups representing the Library's users and constituencies. Ultimately 160 members of the staff served on 14 subcommittees of the Task Force itself, eight outside advisory groups were established with 79 participants from the United States and abroad. Over 500 specific recommendations were received from the Library staff. To all the people who invested so much of their time and gave such serious consideration to ways in which we can improve the services of the Library and increase its role in the life of the Nation, I want to express my gratitude. We now have the opportunity to share an exciting future for the Library.

I am establishing, effective today, as announced in Special Announcement 811, January 17, 1977, on staff and organizational changes, an Office of Planning and Development under the direction of Charles A. Goodrum. This Office will receive the reports of the Task Force and the outside groups, will review them, and will make recommendations to me for the appropriate actions needed to bring about suggested improvements in the management and services of the Library. Those who are interested are invited to pick up copies of the Task Force report from the Office of Planning and Development, in Room 310, Library of Congress Building, and submit any written comments to me. We will welcome your reaction to the report in the form of endorsements, concerns, or suggested order of priority. The supplementary documents, the reports of the subcommittees, and the recommendations of the outside advisory groups may be examined in the Office of Planning and Development at your convenience.

THE LIBRARY OF CONGRESS
TASK FORCE ON GOALS, ORGANIZATION, AND PLANNING

John Y. Cole - Chairman
Alan Fern, Res
Beverly Gray, GR&B
Tao-Tai Hsia, LL FE
Edward Knight, CRS E
Lucia Rather, Proc
Lawrence S. Robinson, Preserv
Norman J. Shaffer, Photodup
Robert D. Stevens, Cop Cat
Elizabeth F. Stroup, CRS C
Glen A. Zimmerman, Pers

SUBCOMMITTEES

Area Studies

Beverly Gray, GR&B - Chairman
Georgette Dorn, LAPS
John R. Hebert, LAPS
Paul L. Horecky, Slav D
Tao-Tai Hsia, LL FE
Louis A. Jacob, Orien
Zuhair E. Jwaideh, LL NEA
Mary Ellis Kahler, LAPS
David H. Kraus, Slav D
David Littlefield, Subj Cat
Edward MacConomy, GR&B
Marlene C. McGuirl, LL AB
Rubens Medina, LL Hisp
Renata Shaw, P&P
Ivan Sipkov, LL Eur
Robert D. Stevens, Cop Cat
Warren M. Tsuneishi, Orien
Julian W. Witherrell, GR&B

Automation and Reference Services

John W. Kimball, GR&B - Chairman
Jane Collins, Sci
Nancy Davenport, CRS L
Jim Godwin, MARC Dev
John Kahdahl, CRS D
Hylda Kamisar, DBPH
Mary S. Lewin, ISO
Marlene C. McGuirl, LL AB
William H. Poole, Cop Serv
Barbara B. Walsh, GR&B
John Wolter, G&M

Bibliographic Access

Suzy Platt, CRS C - Chairman
Elisabeth Betz, P&P
Susan Biebel, MARC Dev
Janet Hill, G&M
Jeanne M. Jagelski, LL
David Littlefield, Subj Cat
John Panko, Subj Cat
Lynn Pedigo, GR&B
Jim Roberts, Cop Ref
William J. Sittig, Res
Daisy Tagge, Desc Cat
Melissa Trevvett, CRS C

The Bibliographic Role of the Library

Ronald G[illegible]phart, GR&B - Co-chairman
John R. [illegible]ebert, LAPS - Co-chairman
Pat Bernard, Cat Publ
Constance Carter, Sci
David Eastridge, Cop Cat
Evelyn Eiwen, Publ
Ruth Freitag, GR&B
David Littlefield, Subj Cat
Edward MacConomy, GR&B
Ann Hallstein, Proc
Armins Rusis, LL Eur
Richard Stephenson, G&M
Julian Witherell, GR&B

Collection Development

Robert D. Stevens, Cop Cat - Chairman
Beverly Gray, GR&B
Tao-Tai Hsia, LL FE
Lawrence S. Robinson, Preserv
Renata Shaw, P&P
Michael H. Shelley, Cop Serv

The Cultural Role of the Library

Dorothy Pollet, GR&B - Chairman
Susan Aramayo, ALC/PE
Lewis Flacks, Cop Reg
Marvin Kranz, GR&B
Maria Laqueur, NUCPP
Jerry Maddox, P&P
Rubens Medina, LL Hisp
Fred Mohr, Publ
Gerald Parsons, Mus (Folk)
Donna Scheeder, CRS C
Carolyn Sung, Mss
Sandra Tinkham, Exh
Jean Tucker, Inf
Michael Walsh, Desc Cat

Documents

Beverly Gray, GR&B - Chairman
George Caldwell, GR&B
Nathan Einhorn, E&G
Agnes Ferruso, E&G
Alma Mather, E&G
Floris McReynolds, CRS C
Eugene Nabors, LL AB
Robert Nay, LL AB
Robert Schaaf, GR&B
Maurvene Williams, CRS L
Donald Wisdom, Ser

Loan and Photoduplication Services

Norman J. Shaffer, Photodup - Chairman
Larry Boyer, LL AB
Beverly Brannan, P&P
Everett Johnson, Loan
Thomas Nichols, Cop Ref
Robert Schaaf, GR&B
Suanne Thamm, Loan
Melissa Trevvett, CRS C
Warren Tsuneishi, Orien
Howard Walker, Loan
Margaret Whitlock, CRS C
Robert Zich, GR&B

Personnel and Staff Development

Kimberly W. Dobbs, LL - Co-chairman
Louis R. Mortimer, CRS C - Co-chairman
Susan Aramayo, ALC/PE
Edith Belmear, Ser Rec
Phillipa Butler, PMO
Elizabeth Carl, Subj Cat
Kathleen Christensen, Cat Publ
Catherine Croy, Adm
Robert Davis, Proc.
Robert Ennis, CRS C
Maryann Ferrarese, Subj Cat
Lynda Fox, Cop Cat
Jacqueline Granville, ALC
Walter J. Hadlock, CRS C
Bud Hardison, Place & Class
David Harris, Share Cat
Patricia Hines, Cat Mgmt
Joyce Holmes, CRS EP
Oxana Horodecka, Desc Cat
Georgia Joyner, CRS S
Lucinda Leonard, MARC Dev
Robyn Levine, CRS L
Arthur J. Lieb, ALC
Jack McDonald, Loan
Hugh McNeil, Cat Distri
Thomas Miller, CRS D
Joe Nelson, CRS C
Rhoda Newman, CRS C
Ruthann Ovenshire, CRS C
Patricia Pasqual (resigned)
David Remington, Cat Distri
James Richardson, CRS D
Anne Ritchings, CRS C
Judith Schmidt, Desc CAt
Virginia Schoepf, DC
Susan Tarr, CRS D
Jeanne Temple, LL Eur
William Underdue, Bind
Pam Van Ee, Am Rev
Susan Vita, Desc Cat
Eugene Walton, Mgmt Pol
Eugene Weathers, E&G
Shirley Whetstone, Photodup
Clay Wilson, S&R

Serials

Joseph W. Price, Ser Rec - Chairman
George Atiyeh, Orien
Jane Collins, Sci
Ann Gardner, GR&B
Rita Harrison, LL
Ed Kapusciarz, Cop Cat
Jennifer V. Magnus, Ord
Judith Matheny (resigned)
Emma G. Montgomery, Res
Mary E. Sauer, Ser Rec
Michael Shelley, Cop Serv
Donald Wisdom, Ser
Donald Wollery, Sel Off

Services to Congress

Helen W. Dalrymple, CRS D - Chairman
Peter Bridge, E&G
Susan Finsen, CRS
Pat Harrison, LL
Paul Heffron, Mss
Jane Lindley, CRS
Adoreen McCormick, Libn
Nancy Mitchell, Inf
Robert Nay, LL AB
Charlene Woody, ISO

Services to Libraries

Lucia J. Rather - Chairman
David Carrington, G&M
Paul Edlund, Proc
Prentiss Gillespie, Preserv
Ellen Zabel Hahn, DBPH
Marlene McGuirl, LL AB
Josephine Pulsifer, MARC Dev
David Remington, Cat Distri
Jacquelyn Ricketts, Cop Cat
James Riley, FLC
Christopher Wright, Libn
Robert Zich, GR&B

The Staff as Users

Winston Tabb, CRS C - Chairman
Charles Brookes, LL AB
Milton Collins, Ser Rec
Catherine M. Croy, Adm
Kay Elsasser, Subj Cat
Veronica M. Gillespie, P&P
Katherine F. Gould, Ser
Beth Jenkins-Joffe, GR&B
Margrit Krewson, Loan
Arthur J. Lieb, ALC
Victor Marton, Cop Ref
James McClung, Inf
Laverne Mullin, LL PS

The User Survey

Robert Zich, GR&B - Chairman
Rey Aguirre, GR&B
Nancy Benco, Inf
Dan Burney, Rare Bk
Jane Collins, Sci
Georgette Dorn, LAPS
Walter Gallagher, ISO
Katherine Gould, Ser
Louis Jacob, Orien
Beth Jenkins-Joffe, GR&B
Everett Johnson, Loan
Hylda Kamisar, DBPH
Jerry Kearns, P&P
David Kraus, Slav D
Jane Lindley, CRS
Judy McDermott, DC
Marlene McGuirl, LL AB
Waldo Moore, Cop Ref
Jon Newsom, Mus
William Sartain, S&R
Pat Sheehan, P&P
Ivan Sipkov, LL Eur
Carolyn Sung, Mss
Winston Tabb, CRS C
Melissa Trevvett, CRS C
Howard Walker, Loan
John Wolter, G&M

DOCUMENT A

Background Information: Reference Service in the Library of Congress

This document will first propose a logical system of guiding readers in the Library of Congress and second suggest a logical organization of staff for this purpose. It supplements information in Part I. It should be emphasized that these ideas are offered in a spirit of experimentation. The proposals comprise a first attempt at an improved reference service. If tried, the changes proposed will no doubt require adjustment.

Much of the work of reader guidance should fall to the staff of a reference section (incorporating the Public Reference Section and the reader services function of the Stack and Reader Division), an information section (incorporating part of the Information Office staff, part of the Telephone Inquiry Unit, part of the Reference Correspondence Section, and possibly, the tour guides), and a stacks section (incorporating the Stacks Section of the Stack and Reader Division and those responsible for shifting the general collections who are now in the Collections Maintenance Office in the Preservation Office.

The system of reader guidance should begin at the door of the Library (or even the Neptune Plaza) and end in the office of one of our subject or area specialists.

In the main lobbies at the basement entrances to the Library of Congress and Jefferson Building and just outside the main entrance to the Main Reading Room should be an information station with an attractive, conspicuous sign and an assistant who would begin sorting out of Library visitors: tourists in one place, first-time readers another, experienced researchers another. The information assistant should come from a new information section (see below) and should rotate each day between serving at the various public information posts and responding to telephone and letter inquiries sent them by the general inquiries unit (which is also described below). These assistants and a sign just inside the main entrance to the Main Reading Room would direct all first-time readers to the reader advisory office. The office should be located in the small alcoves just inside the main entrance to the Main Reading Room and be staffed at all hours with one or more reference librarians. Here the librarian would interview the reader in depth to discover the purpose of the visit. The librarian would give readers appropriate literature (from an array which should be greatly expanded), refer them to offices and specialists who could help them further, assign special study facilities and passes, if suitable, and in general teach the first steps in making effective use of the Library's collections, services, and people.

IR004520

Many readers should receive the next phase of their Library education from reference librarians stationed at the Main Reading Room issue desk. The issue desk should be divided in two: attendants handling matters of book service (receipt of call slips, book delivery, and reserve books) should fill the half of the desk containing the pneumatic tubes. Reference librarians should fill the other half; in addition, one librarian should sit at a desk by the gate facing the main entrance to the room. Large, clear, attractive signs should mark the two areas. Deck attendants should rotate into the positions that provide help with book service. This would acquaint them more closely with the consequence and importance of their work. Reference librarians from an augmented Public Reference staff should provide the service in the other half, and the senior reference librarian on duty at the desk should be the floor supervisor for the entire issue desk operation. The reference librarians should as mentioned, be part of an enlarged pool of reference specialists who would work a varied schedule: one or two hours per day in the reader advisory office, one or two at the issue desk, one or two in Alcoves 4 and 5, and one or two at a secluded desk working on written up telephone inquiries, letters, or special assignments. The staff of reference specialists should be enlarged so as ultimately to possess a range of expert knowledge that embraces all major subjects.

The Library should work toward achieving the goal of comprehensive subject coverage by the early 1980's. In 1980, with much new space available in the Library of Congress Building, these specialists in their increased number would be able to spend half-time in their own offices near the reading room where, amidst an expanded reference collection, they could offer to readers referred to them the thorough, detailed guidance in research which many of our present specialists have yearned to be able to give and which our readers so very much need.

Offering a full range of subject specialists fills, of course, just part of the need. Another part must be filled by terminal assistants near each public collection of computer terminals to teach our readers how to use the Library's data bases and CRTs. As a first step, the Library should establish a public computer terminal center at the rear of the Main Catalog and put a station within it for a terminal instruction assistant who must be available all of our hours of opening. These positions should be created by conversion of positions no longer needed because of automation.

Finally, the Library requires a full range of area specialists who also, if possible, should be situated reasonably near the Main Reading Room. The Library should enlarge its staff of area specialists so as to encompass all major regions of the world. Specifically, the Library should establish an American studies division and a European division, and convert the African Section to a division. The American studies division should incorporate possibly the bibliographers working on the Guide to the Study of the United States, the staff of the Archive of Folk Song, the Local History and Genealogy Room staff, the American Revolution bibliographers, the Children's Book Section, and the American Folklife Center. In 1980, the Library should give this division its own reading room where it would serve those needing expert guidance and an enlarged reference collection in American history and civilization. The focus on American history and culture which an American studies division, with an enlarged staff of Americanists and bibliographers, can achieve will help fill many embarrassing gaps in both our collections and service.

The European division would incorporate the present Slavic Division and add specialists for each of the major European countries, not now covered. Spain and Portugal would continue to be covered by the Latin American, Portuguese, and Spanish Division. The purpose of a European division is once again to fill obvious gaps in our program of collection development and reference service. Finally, the African Section deserves the status of a division (see Document B in Part II).

The system of reader guidance described above should be supported by a new organization of staff. The Task Force has recommended the uniting of the Reader Services and Research Departments into a new reference department. The new department would have three main branches: one for area studies divisions, one for special format divisions, and one for the remaining reference divisions. Each sub-unit should have its own assistant director who would report to the director of the reference department. The assistant directors would speak with one voice for their divisions and give coherent shape to the divisions' programs and services.

The various units of the new reference department and the Law Library would share many central problems. What is needed is greater uniformity in acquisitions, reference practices, and preservation. To achieve this goal, the Library should create in both the reference department office and Law Library Office the position of reference coordinator. The coordinator should survey existing practices throughout each department. The Library needs, for instance, a rational system of hours of service, at a minimum offering Saturday hours for every reading room, with essential services like the Central Charge File available for extended hours.

The coordinators should develop management tools that permit the continuous monitoring of the work of the departments. The work of the user survey should be continued on a regular basis, allowing the Library regularly to sample the thinking of its users as the basis for evaluating policy and performance.

The coordinator's offices should contain central inquiries units. In the new reference department, this office might be started with those now in the Telephone Inquiry Unit, the Reference Correspondence Section, and the desk staff of the Information Office who do not become part of the new information section. There could be a rotation between those in the section and unit. The unit would model itself in many respects on the Inquiries Unit of the Congressional Research Service. It should serve as the logging and distribution point for all reference queries, not directed to a specific office, that come to the Library by letter or telephone. This would include press and government agency calls. The unit would send queries to the information section and, for queries needing advanced knowledge for their reply to the specialists in other sections and divisions. The staff should rotate between receiving and routing telephone queries, and routing reference correspondence. The unit would record deadlines and ensure that they are met. The unit should ultimately computerize its log, thus permitting an automatic and routine check on speed of service.

The coordinators should stay in constant contact with each other and with the Congressional Research Service and should anticipate the impact on the reference department or Law Library of new policies or services in other departments. They should make every effort that is compatible with unimpaired good service to Congress toward arranging the exploitation of the CRS reference machine for the benefit of the general reader. Finally, together with the coordinator of Congressional services, they should study ways of improving the services provided to Congress through the Library's various reference centers and book rooms on Capitol Hill. At present these offices are staffed by different Library departments. As suggested by the subcommittee on services to Congress (see Part III), a more unified administrative structure should be considered.

The system of reader guidance and library organization proposed here should at the same time increase the efficiency with which readers can use the Library and the efficiency with which the Library can help them. It will give the Library coherence in its service and organization. It will permit us to perform our duty in a way commensurate with our position as one of the great research centers of the world.

DOCUMENT B

Background Statement: Area Studies

In Part I of this report the Task Force recommended that the Library enlarge its staff of area specialists to encompass all major regions of the world by establishing an American studies division, a European division, and an African division. These divisions, along with the other area studies units now in the Research Department (the Latin American, Spanish, and Portuguese Division and the Orientalia Division) would form one branch in a new reference department. An assistant director for area studies would direct their activities.

A possible organization of the American studies division is described in Part I. The European division would be formed by an expansion of the present Slavic and Central European Division. The creation of the European division, as stated, is necessary to fill obvious gaps in the Library's program of collection development and reference services.

The African Section, which was established in 1960, is now in the General Reference and Bibliography Division in the Reader Services Department. It is responsible for coverage of sub-Saharan Africa, an area encompassing 45 nations and several dependencies. The disparity in organizational level between African studies and other area studies in the Library of Congress has been recognized for years by other libraries, scholarly associations, and the individual scholars. It should be corrected by giving the Library's African studies unit divisional status. The elevation of the African Section to a division and its combination with the other area studies divisions in a single department would give the Library's area studies program a new unity and impetus.

The organization of the new African division is a complicated question that requires further study. One important consideration is that the Near East Section of the Orientalia Division now has responsibility for coverage of North Africa. Several alternatives should be considered, including the creation of a separate division covering sub-Saharan Africa, the creation of a separate division with responsibility for North Africa as well as the sub-Saharan region, and the combination of the present African and Near East Sections.

As indicated in Part I, once the various area studies units are grouped together in a single department, the organizational and the jurisdictional responsibilities of all the units must be reviewed. The report of the subcommittee on area studies contains additional recommendations, along with a minority report. In addition, the subcommittee gathered statements from all the Library's area studies units concerning the following aspects of their respective operations: organization, present deficiencies, alternative organizational possibilities, and future objectives. These statements, which constitute a volume of over 200 pages, must be carefully reviewed as the Library embarks on an effort to improve the effectiveness of its entire area studies program. The statements are included in Part III as a supplement to the area studies subcommittee report.

DOCUMENT C

Background Statement: A Retrospective Bibliography of American History and Culture

The Task Force recommended in Part I that the creation of a retrospective bibliography of American history and culture would be an appropriate undertaking for the Library of Congress. This document provides additional details concerning the proposed project.

As the participants at the Conference at Belmont of the Joint Committee on Bibliographical Services to History recognized in May 1967, the proliferation of books and serials in the field of American history and culture has overwhelmed the researcher and created an information crisis the proportions of which can only increase (see Bibliography and the Historian (Santa Barbara, Calif., CLIO (1968)), edited by Dagmar H. Perman). Bowker figures indicate that American book production is now doubling every decade. Our experience in answering bibliographic requests in the General Reference and Bibliography Division repeatedly demonstrates the inadequacy of research tools in current use. There are no comprehensive guides to American historical literature published before 1902 The best available series for 20th-century publications, Griffin's and Masterson's Writings on American History, is not only cumbersome to use but contains serious chronological gaps. Few fields are covered by such special bibliographies as Nevins, Robertson, and Wiley's Civil War Books. The prospects for future improvement in bibliographic services, moreover, are not encouraging. Recent attempts to cope with the outpouring of historical literature--Carrollton Press' NEXUS data base, ABC-CLIO's American History and Life, and the American Historical Association's new Writings on American History--deal almost exclusively with selected serials and contain restricted subject, name, or key-word indexes that limit their usefulness. Although Xerox University Microfilm's Comprehensive Dissertation Index, 1861-1972 for all fields of knowledge is helpful if the author or title is known, its key-word index is simply inadequate for the task of comprehensive research in broad subject areas.

Given the bibliographic restraints under which historical researchers now labor, it is incumbent upon the Library to assume its proper role as the nation's bibliographic center in American history and culture. Historical organizations have long urged the Library to undertake this responsibility. The Library's holdings of printed primary sources, monographs, doctoral dissertations, and serials are more comprehensive than any in the country and are continually supplemented by copyright deposit, purchase, gift, and exchange. For over 50 years the collections served as the basis for the early Writings on American History and hundreds of specialized compilations which were reproduced and distributed by the former Division of

Bibliography. Even though LC's bibliographic services to the scholarly community and the general public were curtailed by administrative changes and lack of funds during the Second World War, a number of large-scale efforts have preserved and even modified our earlier tradition. The experience gained in GR&B during the past 20 years in collecting entries for two major bibliographic projects, the *Guide* and its supplements and *Revolutionary America*, has given us an unparalleled overview of the production of recent and retrospective historical literature. For the *Guide* nearly a quarter of a million LC proof cards are now being reviewed each year in an effort to select for inclusion in the second supplement the most likely monographic works published between 1966 and 1975 in the broad field of American studies. In the case of *Revolutionary America* hundreds of thousands of LC catalog cards representing works in early American history have been reviewed, hundreds of published bibliographies compared with the accumulating files, and over a thousand historical serials searched volume by volume for literature on the period. While the *Guide* second supplement will contain approximately 3,000 fully annotated entries, the Revolutionary bibliography will include nearly 20,000 titles and 5,000 annotations. In each case the preparation of entries has proceeded from a thorough bibliographic review.

It appears that the techniques and procedures employed and the insights gained during the compilation of the *Guide*, its supplements, and *Revolutionary America* are applicable to several bibliographic programs that should be given serious consideration. The most ambitious and far-reaching of these is (1) to establish at the Library a computer-based bibliographic center for Americana and (2) to publish a comprehensive set of annotated retrospective bibliographies in American history. These two projects would be conducted simultaneously by the same staff. In the first instance search teams would amass an inclusive data base of citations to an estimated 850,000 printed primary sources, monographs (including rare books), doctoral dissertations, serials, atlases, and printed maps on the full range of American history from the age of exploration to the fourth quarter of the 20th century. Once completed retrospectively, new additions would continually be made by specialists reviewing current literature. The Library would then be in a position to provide Congress, other libraries, scholars, and the general public with comprehensive, computer printout bibliographies on thousands of subjects. Bibliographies could be obtained, for example, on rare books and maps relating to early colonization, on doctoral dissertations treating the Federalist period, on historically-related articles published in the *North American Review* between 1815 and 1890, or on monographs on the Potsdam Conference. For more general use in libraries and in teaching, nine selective letterpress bibliographies, similar in design and format to *Revolutionary America*, would be compiled to cover the other chronological periods of American history such as the Jacksonian era or the Populist-Progressive period. Collectively, these bibliographies would contain nearly 250,000 entries and would serve approximately the same ends as the Oxford bibliographies of British history. As the annotations for these works are completed and edited, they can be added to the computer data base to make the comprehensive printout bibliographies more useful. Similarly, the data base would be invaluable in compiling the supplements to the selective letter-press bibliographies that would be issued at ten-year intervals to meet the continuing needs of students and libraries.

One estimate is that it would require a staff of 12 working over a 13-year period to produce a 250,000-entry, multivolume bibliography of U.S. history and culture. At current grades and salaries this portion of the project would cost approximately $2,665,000 or about $205,000 annually, not including publication expenses. Calculating the cost of converting the bibliographic entries into a machine readable data bank is beyond our present capabilities. Conversations with other specialists in the Library, however, lead us to believe that the development of a comprehensive 850,000-title data base prior to the production of the letter-press bibliographies would increase the staff to approximately 35 subject specialists, searchers, and clerks and raise the cost of the entire project to about $5,845,000 over the 13-year period or an average of nearly $450,000 a year. This figure does not include the expense of developing a specialized thesaurus and computer program or the cost of computer storage and retrieval.

Providing inclusive bibliographic service to Congress and the American people concerning our national heritage will be expensive. But improved bibliographic access can revolutionize the work habits of students and scholars, measurably increasing the quality of historical investigation and revision. Because the scholarly community has no agency or institution capable of developing, sponsoring, or administering a national bibliographic program, it is imperative that it be centralized. Certainly, the trend in automation is toward national and regional information centers capable of distributing bibliographic data through on-line communication. Many large-scale information systems in the United States are presently funded by the federal government, the best known being the Medical Literature Analysis and Retrieval System (MEDLARS) operated by the National Library of Medicine, which issues such recurring MEDLARS-based bibliographies as Index Medicus (an annual compilation of over 250,000 articles from 2,400 world medical journals) and the Bibliography of the History of Medicine. By the same token, the Library of Congress, because of its experienced staff, comprehensive collections and technological capabilities, is now the de facto national center for the study of Americana and should accordingly assume its proper responsibility for the dissemination of bibliographic information. Where other than LC are there historians, librarians, and computer specialists within the same administrative framework who can address themselves to the full range of problems that must be solved if order and consistency are ever to be imposed upon the near chaos of American historical bibliography?

TASK FORCE DOCUMENT 1
January 1976

THE LIBRARY OF CONGRESS
TASK FORCE ON GOALS, ORGANIZATION, AND PLANNING

Document 1: The Administrative Structure of the Library of Congress, 1939-1975: A Brief Outline. Compiled by John Y. Cole.

> "My first reaction to the Library of Congress...was the conviction that I owed it to my successor to leave him an organization with a momentum of its own. The principal difficulty with the old Library, from my point of view as the unexpected and unexpectant heir, was the fact that the whole fabric depended from the Librarian as the miraculous architecture of the paper wasp hangs from a single anchor."
>
> -Librarian of Congress Archibald MacLeish, 1944

> "Since 1950, the Library's collections and staff have tripled and its annual appropriations have increased from $8 million to the current $115 million.... It might be said that historical evidence will support the statement that...the Library of Congress is headed into another period of reorganization and consolidation."
>
> -Senator Howard W. Cannon, Chairman, Committee on Rules and Administration, at the hearings on the nomination of Daniel J. Boorstin to be Librarian of Congress, July 30, 1975

1939 July 10. Archibald MacLeish takes the oath of office as the ninth Librarian of Congress. The Library has a book collection of approximately six million volumes, a staff of 1,100, including buildings and grounds employees, and, in fiscal 1939, a direct appropriation of approximately $3 million. (LCA; 1939 AR:15; 1940 AR:372-73)

October 1. Herbert Putnam becomes Librarian Emeritus. (LCA)

October 2. Librarian MacLeish assumes his duties. (LCA)

November. The Librarian asks a special committee of staff members to examine the Library's acquisitions policies. (LCA; 1945 AR:121)

IR004500

December 19. The Library's Committee on Acquisitions Policy, which has been aided by specialists from the academic community, reports that the Library "is not maintaining its proper position in respect to the completeness or quality of its holdings." Roughly speaking, of the 40 principal subjects in the Library's classification system, 12 are considered strong, 13 are adequate, and 15 are inadequate. The committee recommends that the annual appropriation for general book purchases be increased dramatically. (LCA; 1941 AR:82-83)

1940 January 22. The Librarian's new in-service training committee inaugurates a series of lectures for the staff concerning the organization and functions of the Library. (GO 938)

February 20. MacLeish appears before the House subcommittee on the legislative branch appropriation to explain his budget request for fiscal year 1941, which totals $4,200,000. The new Librarian describes the staff and outside advisory committees he has appointed and will appoint to evaluate the Library's operations, but emphasizes that his first priority is to improve the "salary situation." With regard to the increase requested for the Legislative Reference Service, the Librarian explains: "The assumption upon which we proceed...is that the Congress has a right to scholarly research and counsel in law and history and economics at least as equal to that of people who come before committees...(and) it is our obligation to present that kind of research and that kind of counsel." (1941 HRA: 2,3,93)

March 13. The House Committee on Appropriations, chaired by Representative Louis C. Rabaut of Michigan, recommends an appropriation of $3,458,498 for the Library. In its detailed and sympathetic report, the committee feels it "should frankly state its pleasure at the industrious and intelligent manner in which Mr. MacLeish has entered upon his duties." It notes that "many important needs of the Library have been deferred heretofore from year to year due to inadequacy of space and other reasons." The committee feels that "first and foremost in consideration of the needs is the necessity of preventing any further arrearage in the matter of processing material coming into the Library each year and attacking [the] accumulated arrearage; and second, the preservation and putting into condition of material already in the Library." In all, the committee approves 130 of the 287 new positions requested by MacLeish. The proposed establishment of a research staff for a new economics and history section in the Legislative Reference Service is not allowed, pending "more experienced and mature study" of the proposal, for "if Congress needs the services of research experts along the lines indicated in addition to those that are already to be found in the Federal service, there is a serious question as to whether those experts should be a part of the Library of Congress." The proposed increase in the fund for the purchase of books, from $118,000 to $393,000, is not allowed because "in the matter of priorities the preservation of existing collections by putting them in proper shape...is more important at this time." (76/3 HRR 1764:8-10, 14-16)

March 21. The Carnegie Corporation donates $40,000 to the Library "for the support of projects and undertakings proposed and recommended by the Librarian of Congress." (LCA; 1940 AR:30)

April 10. MacLeish appoints a special Librarian's Committee to analyze the operation of the Library, particularly those related to processing activities. Committee members are Carleton B. Joecknel (chairman), professor of library science at the University of Chicago, Paul North Rice, chief of the reference department, New York Public Library, and Andrew D. Osborn, chief of the serial division, Harvard College Library. The work of the committee is supported by the Carnegie Corporation grant. (SO 163; 1940 AR:2-3)

April 16. The Librarian's Committee begins work. Joecknel, Rice, and Osborn are to be assisted by Keyes D. Metcalf, director of the Harvard University Library, Francis R. St. John, assistant librarian, Enoch Pratt Free Library, and L. Quincy Mumford, executive assistant in charge of the preparation division, New York Public Library. (LCA; 1940 AR:2-3)

June 15. The Librarian's Committee submits a detailed, 300-page report to MacLeish. The major conclusion is that "the Library cannot be an efficient operating agency until its organic structure has been thoroughly overhauled." The committee outlines a reorganization plan that reduces the span of administrative control "at all levels in the hierarchy." It emphasizes that the reorganization should be accompanied by a restatement of the Library's objectives and notes that a study of those objectives "is already in progress." Cataloging arrearages are a subject of special concern, and the Library is urged to emphasize its own cataloging needs rather than those of other institutions. Among its many specific recommendations, the committee suggests a program of continuing research "directed at the solution of internal problems of administration and technique," the preparation of procedure manuals for each division, and the conversion of the Smithsonian division "from an office of record into a science and technology reading room." (LCA; 1941 AR:25-30)

June 28. MacLeish announces that beginning on July 1, 1940, or as soon thereafter as possible, three new departments will be established--the Administrative, Processing, and Reference Departments. Existing divisions and units will be assigned to these departments as appropriate. The Librarian describes the organization of the new Administrative Department. It will be headed by Verner W. Clapp, who will also serve as the Library's budget officer, and will consist of the following units: the secretary's office, which will be in charge of the Library's general files and correspondence; the personnel office, the accounts office, the disbursing office, the mail and delivery service, the publications office, the supply office, and the office of the superintendent of library buildings and grounds. (GO 962)

June 29. Librarian MacLeish describes the organization of the new Reference Department, which will perform the functions of 1) reference work throughout the Library; 2) the servicing of books to readers; 3) selection of books for the Library; and 4) the care and custody of the collections. Luther H. Evans, retaining his duties as chief of the Legislative Reference Service, a division of the Reference Department, is placed in charge of the new department. David C. Mearns, retaining his duties as superintendent of the reading rooms, is given the task of planning the details of the new administrative structure of the Reference Department. Also, "to aid in the establishment of a central custodial agency and the centralized oversight of all reading rooms," the positions of keeper of the collections and chief of the book services are created. Appointees to these positions are Alvin W. Kremer and Robert C. Gooch, respectively. (GO 964; 1940 AR:17-19)

September 1. The Library establishes a program of resident fellowships for young scholars "who will spend a year in the Library on leave from their institutions." In making the funds available for the fellowships, the Carnegie Corporation acts from the conviction "that American cultural institutions can be greatly strengthened if scholars will accept a responsibility for the collections of the national library and if the national library will accept a responsibility for the instruction of scholars in the services it is expected to render." The first fellows are appointed in the subjects of modern European history, population, romance languages and library science, geology, and Slavic languages and literature. (1941 AR:44-46)

November 1. The Librarian designates certain staff members as Associate Fellows of the Library of Congress, enabling those staff members "to be relieved of their routine duties one day a week" to survey the collections in their fields, initiate orders for books, and undertake special reference services. (GO 990)

November 15. In his 555-page annual report for 1940, MacLeish summarizes the condition of the Library, its needs, and the "action taken and plans prepared to meet those needs." He finds the Library's general collections "preeminent" in American history, bibliography, library science, the publications of learned societies, economics, political science, and related social sciences, but "weak" in specific fields of European literature and social science, history other than that of the United States, education, modern anthropology, and "most technology." The Librarian presents a comprehensive statement of the Library's acquisition policies ("The Canons of Selection") and of its research objectives ("The Canons of Service"). He defines the Library of Congress as "a people's library which provides to the people, through their representatives in Congress and their officers of government, as well as directly, the written record of their civilization." In the same report, Chief Assistant Librarian Evans defines the specific purpose of the Legislative Reference Service as assisting "Members and Committees of Congress in securing information and in doing research which they require as members and agencies of the national legislature." (1940 AR:3-29, 89)

December 23. The Librarian describes the organization and functions of the Library's new Processing Department. The department consists of the following divisions: Accessions, Card, Catalog Preparation and Maintenance, Descriptive Cataloging, and Subject Cataloging. (GO 1004)

1942 January 23. The first issue of a Library of Congress newsletter for staff members appears under the title Staff Information Bulletin. (1942 AR:55)

April 23. MacLeish announces the formation of the Librarian's Council, composed of distinguished librarians, scholars, and book collectors, who will make recommendations "for the conduct of our services, the development of our collections, and the initiation and control of bibliographical studies." (GO 1110; 1942 AR:19-20)

May 25. Acting Librarian of Congress Luther H. Evans announces the creation of a staff advisory committee "to provide a mechanism for the sifting and crystallization of employee opinion as to measures which the Library administration might appropriately take for the improvement of the operations of the Library." (GO 1118)

1943 May 12. The Library administration begins holding informal, monthly meetings with the professional staff. (SO 33)

June 30. The Librarian announces the organization of a new Acquisitions Department "to provide an administrative organization for the more effective development of the Library's collections." All acquisition, selection, and accessioning functions performed by the Reference and Processing Departments and the Law Library are transferred to the new department, effective July 1, 1943. A new exchange and gift division is created to "receive all materials acquired through gift, exchange, copyright, transfer, and deposit" and to assume related responsibilities regarding acquisitions and the development of the Library's collections of governmental publications. Verner W. Clapp is named director of the department; he will also serve as chairman of the new interdepartmental acquisitions committee. (GO 1188)

June 30. MacLeish explains that as part of the latest organizational change, Reference Department director Luther H. Evans will devote himself exclusively to his duties as Chief Assistant Librarian, "in which capacity he will serve as the general Executive Officer of the Library of Congress." Evans' "return to his duties as Chief Assistant Librarian will make it possible to dissolve the Administrative Department, since the Divisions composing this Department are instruments of Library-wide administration and are naturally attached to the office of the Library's Executive Officer. No change is contemplated in the organization of the Divisions composing the Administrative Department, except that they will henceforth report to Dr. Evans' office." Davis C. Mearns will assume the post of director of the Reference Department. (GO 1189)

July 3. Librarian MacLeish announces that, with the exception of the Exhibits Office, the divisions, offices, and services formerly constituting the Administrative Department will report directly to the office of the Chief Assistant Librarian. The Exhibits Office is transferred to the Reference Department. (GO 1190)

July 17. The Librarian designates a special committee to continue work on the reorganization of the Reference Department, which is to be shaped into two "services": the circulation (or issue) service and the reference (or bibliographical) service. (GO 1195)

1944 March 25. The Reference Department is reorganized; the objective of the reorganization is the "increased usefulness of the Library to its readers." Three principal services are created: the Legislative Reference Service; the Public Reference Service, which contains the General Reference and Bibliography, Aeronautics, Manuscripts, Maps, Music, Orientalia, Prints and Photographs (formerly Fine Arts), and Rare Books Divisions, along with the Hispanic Foundation and a proposed Slavic center; and the Circulation Service, containing the Stack and Reader Division, which has custody of the general book collection, the Serials and the Loan Divisions. A science division will be created "as soon as conditions permit." The numerous transfers of functions within the reorganization include the assignment of processing responsibilities for special format and language materials to the Manuscripts, Maps, Prints and Photographs, and Orientalia Divisions. (GO 1218; 1944 AR: 17-25)

March 30. The Librarian establishes an interdepartmental committee on bibliography and publications to recommend policies "for the development of a bibliographical and publishing program in consonance with the Library's objectives." The new committee replaces the advisory committee on publications and the committee on bibliography. (GO 1219; 1944 AR: 109)

December 19. Librarian MacLeish resigns to become Assistant Secretary of State. (1945 AR:11)

1945 June 30. Luther H. Evans takes the oath of office and becomes the tenth Librarian of Congress. The Library has a book collection of over 7 million volumes, a staff of over 1,200, and an appropriation in fiscal 1945 of over $4,600,000. (LCA; 1945 AR:210)

July 7. Librarian Evans reorganizes the Legislative Reference Service so that it may perform "the enlarged functions" made possible by increased appropriations for fiscal year 1946. (GO 1261)

July 21. In a radio address, Librarian Evans defines his new task: "The library resources of the Nation, at the head of which stands the Library of Congress, must be built up in such a way that this Nation possesses the printed, the pictorial, the cartographic and the other material which will be needed by its Government and its people." (1945 AR:21)

1946 February 7. Librarian Evans "re-establishes" the Administrative Department in a changed form, naming it the Department of Administrative Services. The new department has responsibility for the Library's accounts, disbursing, personnel, supply, and tabulating offices, as well as for the Secretary's office, Library buildings and grounds, and the Photoduplication Service. The department has been re-established because of the need to reduce the span of control over these administrative functions and to "coordinate and improve" administrative services to the other departments. (GO 1275; 1946 AR:313)

March 4. The Joint Committee on the Organization of Congress recommends "that the Legislative Reference Service be immediately increased in size and scope more adequately to serve the individual members of Congress and also to provide a pool of experts available for use by the committees of Congress." (79/2 SR 1011:15)

April 22. Librarian Evans submits a lengthy budget justification to the House Subcommittee on Legislative Branch Appropriations. The budget estimates, which were "conceived in the light of what we believe to be the Congressional conception of the role and work of the Library," call for a rapid and comprehensive expansion of the Library and an increase in its appropriation from $5,104,568 in fiscal 1946 to $9,756,852 for fiscal 1947. (1947 HRA:1-3)

May 14. The House Committee on Appropriations recommends an appropriation of $5,859,900 for the Library, an increase of $755,322 above fiscal 1946. It explains that a principal reason for not approving the amount requested was "to give attention to the need for a determination as to what the policy of the Library of Congress is going to be in the way of expansion and service to the public and to the Congress. The original purpose in establishing the Library was to serve Congress; however, it would seem that the Library has evolved not only into a Congressional Library but a national and international library as well. It is believed that the responsibility for determining Library policy rests with legislative committees of the Congress charged with the responsibility for operation of the Library and not with the Appropriations Committee whose responsibility it is to appropriate for projects and activities duly authorized by the Congress. If it is the desire to build and maintain the largest library in the world which, according to testimony, the Library of Congress is at present, that is one matter, and if it should be the policy to maintain a library primarily for the service of Congress, it is quite another matter from the standpoint of fiscal needs." (HRR 70/2 2040:6)

August 2. President Truman approves the Legislative Branch Reorganization Act of 1946, which expands the responsibilities of the Library's Legislative Reference Service in assisting Congress and its committees and gives the Service permanent statutory basis as a separate Library department. The act authorizes increased appropriations to enable the Service to employ nationally eminent specialists in 19 broad subject fields. It also stipulates that the Joint Committee on the Library shall consist of the chairman and four members of the Committee on Rules and Administration of the Senate and the chairman and four members of the Committee on House Administration of the House of Representatives. (60 Stat. 812)

November 15. The Librarian submits his annual report for fiscal year 1946 to Congress. In the introduction, he points to the May 14 report of the House Appropriations Committee as a glaring example of "how guilty the Library has been of failure to provide essential information on itself"; as one corrective, the annual report features a history of the Library--"The Story Up to Now," by David C. Mearns, director of the Reference Department. The Library's budget justification for fiscal 1947, which Evans characterizes as "the most important state paper to issue from the Library since the Report of the Committee on Library Reorganization in 1802," is also reprinted. Furthermore, the Librarian reports that he has recently appointed a Library of Congress Planning Committee, composed of eminent persons representing various categories of the Library's users. The committee plans "to produce a report by mid-Jaunary for me to forward to Congress as a presentation of what is believed to be the best judgement of the country, short of the judgement of Congress itself, as to what role the Library of Congress ought to play in the national life." (1946 AR:12-227, 233-34)

1947 March 12. The Library of Congress Planning Committee, chaired by Keyes D. Metcalf, director of libraries at Harvard University, submits its report. The committee strongly urges an expansion of the Library's national functions, maintaining that "if the Library fails to provide the services outlined in this report... it will be necessary to build elsewhere in the Government and throughout the nation the services which it is recommended that the Library of Congress should provide, and that these services, because of their lack of centralization and of connection with the greatest collection of books and other materials in the nation, will be less satisfactory and more expensive than if they were provided by the Library of Congress." The committee also recommends that "the actual status of the Library as a National Library should be officially recognized in its name and that it should be designated 'The Library of Congress, the National Library of the United States of America.'" (1947 AR:102-108)

August 6. Librarian Evans announces that the Processing and Acquisitions Departments "are hereby merged," and that Herman H. Henkle, director of the Processing Department, will serve as director of the merged departments. (GO 1329; 1948 AR:75,100)

August 26. Acting Librarian of Congress Herman H. Henkle announces additional steps in the merger of the Processing and Acquisitions Departments. The position of director of the Acquisitions Department is abolished, and the duties of the position, with the exception of acquisitions policy planning, are assigned to the director of the Processing Department. The planning function is transferred to the Chief Assistant Librarian. The Processing Department will be responsible for carrying out all acquisitions activities of the Library, including selection of materials for the collections. (GO 1331)

November 15. In his annual report for 1948, Librarian Evans informs Congress that the merger of the Processing and Acquisitions Departments took place only after "long and thorough consideration of the advisability of assigning to one officer responsibility for managing acquisitions and processing operations." (1948 AR:100)

1948 June 7. The Librarian reports that the administration has acted on most of the recommendations made by the Library's Committee on Library Services to Area Studies, which was appointed earlier in the year. The committee's purpose is to "study and recommend policies and procedures for the Library of Congress in relation to scholarly studies in the government and outside the government regarding different areas of the world." (LCIB June 8-14, 1948: 12-13)

1950 October 20. In order "to lighten the administrative load of the Librarian and the Chief Assistant Librarian," Librarian Evans establishes the new position of Deputy Chief Assistant Librarian and appoints Dan M. Lacy, Assistant Director for Cataloging in the Processing Department, to the new post. (GO 1447; 1950 AR:5)

1953 July 1. The UNESCO General Council confirms the Executive Board's selection of Luther H. Evans to be the new director general. Evans submits his resignation as Librarian of Congress, effective July 5, 1953, to President Dwight D. Eisenhower. (1953 AR:1)

1954 April 22. President Dwight D. Eisenhower nominates L. Quincy Mumford, director of the Cleveland Public Library and president-elect of the American Library Association, to be Librarian of Congress. (CR 100:5413)

May 19. In its report on the Library's appropriation for fiscal year 1955, the House Committee on Appropriations states: "The new Librarian should be mindful that the Library is the instrument and the creature of Congress. Its duties historically have been to meet the needs of the Members of Congress first and to limit its service to others to that which can be furnished with the funds and staff available." (83/2 HRR 1614:4)

September 1. In a ceremony held in the Library's Whittall Pavilion, L. Quincy Mumford takes the oath of office as the eleventh Librarian of Congress. The oath, taken on a Bible published in Philadelphia by Robert Aitken in 1782, is administered by Harold H. Burton, Associate Justice of the U.S. Supreme Court. The Library of Congress has a book collection of approximately ten million volumes, a staff of 1,600, and in fiscal year 1954, a total appropriation of $9,460,000. (LCIB 13:36:2-4; 1954 AR:126)

1955 June 6. The Joint Committee on the Library concurs with Librarian Mumford's recommendation that the Library's "Books for the Blind" activity remain in the Library of Congress and not be transferred to the Department of Health, Education, and Welfare. (LCIB 14:28:8)

1957 April. Librarian Mumford submits a codification of the federal laws relating to the Library of Congress, prepared at the request of Congress, to the Joint Committee on the Library. (1957 AR:2)

1960 March 14. Librarian Mumford announces that the office of the Chief Assistant Librarian, held by Rutherford B. Rogers, has been combined administratively with the office of Librarian, both "to achieve a more logical pattern of organization" and to reflect the status of the Chief Assistant Librarian as "the deputy Librarian of Congress." The position of Deputy Chief Assistant Librarian, held by Lucile M. Morsch, "will continue to be essentially a staff position." The position of Assistant Librarian for Public Affairs is created, and Mrs. Elizabeth E. Hamer, Information and Publications Officer, is appointed to the post. New and separate positions of Information Officer and Publications Officer are established; both will report directly to the Assistant Librarian for Public Affairs, as will the Exhibits Office. (GO 1709)

1962 April 12. The Joint Committee on the Library approves the Librarians's request to change the title of the position of Chief Assistant Librarian to Deputy Librarian of Congress. (LCA)

May 24. Senator Claiborne Pell of Rhode Island, a Member of the Joint Committee on the Library, introduces into the *Congressional Record* a memorandum prepared at his request "on the subject of the Library of Congress and connected library matters." Written by Douglas W. Bryant, associate director of the Harvard University Library, the memorandum addresses itself to "what the Library of Congress does and what it ought to do for the Government and the Nation generally." Speaking on the floor of the Senate, Senator Pell expresses his hope that Mr. Bryant's proposals will be discussed widely because "we have tended to take for granted our Library of Congress--our basic working tool which underlies all our useful scholarship, the responsible work of our Congress, and the very culture of our nation." In his memorandum, which is dated May 1, 1962, Bryant urges further expansion of the national role of the Library of Congress, concluding: "Though it would be desirable, it is not essential to transfer the Library of Congress to the Executive; but it is essential that legislation recognize officially what the Library is and what it ought to do, and that a National Library Advisory Board (if not a National Research Library Foundation) be established in the Executive Branch." (*CR* 108:9158-60; 1962 *AR*:89-94)

September 28. In his reply to the Bryant memorandum, Librarian Mumford strongly defends the Library's location in the legislative branch of the government. He also points out that "the Library of Congress today performs more national library functions than any other national library in the world." (LCA; 1962 *AR*: 94-111)

1963 January 4. Librarian Mumford discontinues the position of Assistant Librarian for Public Affairs and transfers Mrs. Hamer to the newly created post of Assistant Librarian. The Assistant Librarian will "participate with the Librarian of Congress and the Deputy Librarian of Congress in the overall administration of the Library." (GO 1803)

June 6. The House Committee on Appropriations recommends an appropriation of $20,487,800 for the Library in fiscal year 1964. In its report, the committee notes that "a third building is badly needed--now," and observes: "This is a great cultural and research institution and in the committee's view ought to be brought to a good state of accommodation and efficiency at an early date. Although originally conceived and established as the Library of Congress, it is in fact, by reason of many congressional actions over a long period of years, the national library of the United States and of inestimable value to the nation's library facilities at all levels.... There have been suggestions over the years, renewed recently, that the Library of Congress ought to be officially designated as the National Library of the United States and its administration shifted to the Executive Branch. There is a considerable reservoir of feeling in the committee against such a proposition of transfer and, very likely, that feeling would be shared by many Members of the Congress.... As to the matter of designation, it has been said that custon and tradition are stronger than the law. There would, likely, be considerable opposition to a change of the name although there would appear to be merit in a formal designation of the Library as the National Library. There are now two specialized libraries so designated formally--one in the field of agriculture, and the other in the field of medicine. But even so, it would be said to be a distinction without benefit of the substance of so much difference," (88/1 HRR 369:15-16)

1966 June 3-5. Library officials participate in an administrative conference at the Airlie Foundation, Warrenton, Va., to discuss current programs and long-range goals of the Library. (LCIB 25:297)

1967 May 15. The Library reorganizes its preservation activities and changes the name of the Office of Collections Maintenance and Preservation to the Preservation Office. (1967 AR:4, 92-93)

1968 February. The Processing Department is realigned administratively into three major functional areas: 1) acquisitions and overseas operations; 2) cataloging; and 3) processing services. (1968 AR:12)

June 6-8. Senior Library officials meet at the Belmont conference center in Elkridge, Md. to discuss the Library's services and how they might be improved. (LCA)

September. The Library completes a reorganization of its Administrative Department into three major functional areas: 1) management services; 2) personnel services; and 3) preservation of library materials. (LCIB 27:563-65)

October 3. In its report to President Johnson, the National Advisory Commission on Libraries recommends the "recognition and strengthening of the role of the Library of Congress as the National Library of the United States and the establishment of a Board of Advisors for the Library." (LCA; 1969 AR:2)

TASK FORCE DOCUMENT 2
January 1976

THE LIBRARY OF CONGRESS
TASK FORCE ON GOALS, ORGANIZATION, AND PLANNING

Document 2: LC Objectives and Organization: An Approach. By John Y. Cole. (from Library of Congress Professional Association Newsletter, June 1974)

AT THE CROSSROADS. It is likely that before long a new Librarian of Congress will begin reviewing LC's functions in preparation for a major administrative reorganization. The last thorough reorganization occurred from 1940 to 1946; since then, the collections have increased tenfold, the size of the staff has nearly tripled, and most remarkable of all, the Library's annual appropriation has been boosted by Congress from $5 million to over $80 million. LC's services--as well as its space problems--have increased accordingly. These considerations, plus the advent of the Madison Building, the expansion of the Congressional Research Service, and renewed pressure for more services from the federal government, scholars, and the professional library community, greatly enhance the likelihood of a period of institutional soul-searching and eventual reorganization. Once again we will be asking the basic questions: What are LC's purposes? Whom do we serve and why? The purpose of this article is not to propose a particular reorganization plan, but to suggest a framework for evaluating and perhaps redirecting our purposes and objectives.

STATING OUR OBJECTIVES. Since the administration of Ainsworth Spofford (1865-1897), Librarians of Congress have assumed that the Library of Congress was both a legislative and a national library. Spofford, John Russell Young (1897-1899), and Herbert Putnam (1899-1939) persuaded Congress that the development of a national library out of a legislative library was both natural and desirable. Archibald MacLeish (1939-1944) provided the first comprehensive statement of "the objectives of the Library of Congress" in his 1940 annual report (p. 1-29). Despite differences in emphasis, Luther H. Evans (1945-1953) and the present Librarian, L. Quincy Mumford, have agreed on and strongly defended the Library's dual nature.

In recent times, there have been many statements concerning LC's goals and objectives as both a legislative and a national library. The future of LC's legislative function was discussed and analyzed in the 1965 hearings on the organization of Congress (part 7, p. 1109-1148), the 1973 hearings on committee organization chaired by Representative Richard Bolling, and in the May 1974 committee print Congressional

Research Support and Information Services: A Compendium of Materials (p. 1-230). All departments prepared statements about LC's long-range objectives for the June 1966 conference of LC officials at Airlie House in Warrenton, Va. A thorough review titled "The Library of Congress as the National Library: Potentialities for Service" was prepared by the LC staff for the National Advisory Commission on Libraries and published in Libraries at Large (N.Y., Bowker, 1969, p. 435-465). Since then, similar statements have been prepared for the National Commission on Libraries and Information Science.

A BRIEF LOOK BACK. As it gradually accumulated new functions during the 19th century, LC also acquired new "constituencies" or publics. Perhaps it would be helpful to review the development of services to six of LC's principal clients--Congress, the general public, the federal government, scholars and the research community, authors and publishers, and the professional library community.

1. Congress. LC was established in 1800 by Congress as a legislative library in the legislative branch of government. The focus was definitely on service to Congress until 1870, when all U.S. copyright activities were centralized at LC. In 1897 LC moved from the Capitol into a monumental new library that was intended to house a "national" as well as a legislative library. A separate administrative unit for the legislative reference service was established in 1915. In more recent times, the Legislative Reorganization Acts of 1946 and 1970 have reemphasized and strengthened services to Congress.

2. The General Public. LC has always been a tax-supported institution. Members of the general public have had access since as early as 1815. In 1892, LC was officially opened to District of Columbia college students. The main building was intended, in part, as a public showplace. A reading room for the blind was opened in 1897. Primarily for the benefit of the public, the Library began evening hours in 1893 and Sunday hours in 1902. Public concerts started in 1925, public lectures in the 1940's.

3. The Federal Government. The President and Vice President have always been able to use LC. The Library was opened to Supreme Court justices in 1812 and to the executive branch of government in 1830. Official international exchanges started in 1840, the first major transfer from a government-related agency arrived in 1866 (the

Smithsonian deposit), LC became the official copyright agency in 1870, and, with the receipt of the Toner collection twelve years later, it began accepting "gifts to the nation" from private citizens. In 1903, federal agencies began transferring their surplus materials to LC.

4. Scholars and the Research Community. Scholars did not find LC's collections particularly valuable until after the Civil War. Major reasons for the change were the purchase of the Peter Force collection (1867) and the 1870 copyright law, which provided for the automatic and comprehensive development of the book, map, music, and graphic arts collections. In 1901 access to LC was officially extended to "scientific investigators and duly qualified individuals." Manuscript collections of national importance were transferred to LC from the State Department in 1903. Today LC's Americana collections are unsurpassed; moreover, many of its foreign language collections are the strongest in the United States.

5. Authors and Publishers. While LC received copyright deposits from 1846 to 1859, and then again from 1865 to 1870, on July 8, 1870, all U.S. copyright registration and deposit activities were centralized at LC. From the late 1870's until 1897, when adequate space became available and the office of Register of Copyrights was created, copyright work took up most of the staff's time. Today the Library naturally is deeply involved in the copyright law revision effort.

6. The Professional Library Community. LC has been the largest American library since 1867, but did not begin offering "national library" services for the benefit of librarians until after 1897. In 1898 the LC classification scheme began; the sale and distribution of printed catalog cards, as well as interlibrary loan, started in 1901. LC aided in the preparation of the Anglo-American cataloging rules in 1908 and has been a leader in catalog code revision ever since. In more recent times, major services have included the Public Law 480 program (1961), the National Program for Acquisitions and Cataloging (1966), the MARC program (1966), and Cataloging-in-Publication (1971).

THE "CONSTITUENCY" THEORY. To say that the various groups served by the Library of Congress are diverse is a considerable understatement. Moreover, whether we admit it to ourselves or not, the demands these constituencies place on the Library are often in conflict. (For details on this subject, see Charles A. Goodrum's The Library of Congress, N.Y. Praeger, 1974.) What makes the situation especially interesting (and difficult) is that, in true democratic fasion, each of these groups has a parallel or "parent" administrative unit within LC that tries to respond to the expressed needs of its particular public. Within LC that unit might be a department, a division, a section, or even a series of units that crosses departmental lines. As we have seen, each of these publics is well-entrenched historically. The important point is, however, that each has important needs that it expects to be satisfied by the Library. Herein is our basic problem: we are trying to satisfy too many diverse audiences.

A PROPOSAL. The fundamental differences between our constituencies and the conservative nature of our institution have placed LC in what might be termed an historical straitjacket. To restate my point: the sharply increased demands from all sides, particularly in the past two decades, have forced LC into trying to be all things to all users. When definite progress is made in one direction (as often has been the case), there frequently is a negative reaction from an "opposing" public and its representatives within LC. While a certain degree of competition and pushing and pulling within an institution undoubtedly is healthy, the process of continual response, first to one pressure and then another, eventually becomes counterproductive and can only result in unhappy users. For the sake of LC and its clientele, there is only one solution to this dilemma: curtailing selected services to certain constituencies, or perhaps transferring or eliminating services that could be performed just as well elsewhere --by other government agencies or libraries, by public libraries, by universities, or by private industry.

As noted earlier, the goals of individual Library departments have been stated many times and much work already has been done in outlining possible new functions and services. Many of these ideas are worthwhile, but most of them are simply expansions of services now being offered and have as an underlying assumption that this function is an appropriate activity for the Library of Congress.

These oft-repeated departmental goals and objectives should be utilized by the next Librarian to formulate a clear statement of Library-wide goals. This effort must begin with a comprehensive review of the services offered by the entire Library (not just one department) to each category of LC user. Present services should be evaluated and future objectives considered, but the basic questions asked regarding each category should be: Is the Library of Congress the agency best equipped to serve this constituency in the 1970's, the 1980's, and beyond? Why or why not? Is this audience truly dependent on resources available only at LC, or might it be served just as well elsewhere? Would it be in the interest of this group of users or of LC itself to relocate the LC unit now performing this service? Could certain services be transferred elsewhere? Needless to say, decisions of this nature will be the true test of the new Librarian's mettle.

The next step would be for the Library to list specific objectives, not according to individual departments, but "Library-wide" and with regard to each of the constituencies it will continue to serve. Goals for service to each group should be specifically spelled out, including what LC will do and what it will not do. Implicit in this complicated sorting out of objectives would be the adoption and declaration of a formal set of priorities of service within LC. All of these decisions should be incorporated into the Library's operating procedures and publicized widely. Finally, a reorganization based on the new sets of objectives should be undertaken as soon as possible, for a comprehensive reorganization would probably take at least ten years to implement.

TASK FORCE DOCUMENT 3
February 1976

THE LIBRARY OF CONGRESS
TASK FORCE ON GOALS, ORGANIZATION, AND PLANNING

Document 3: A Statement by the Librarian of Congress, Daniel J. Boorstin.

My first duty as twelfth Librarian of Congress is to review the present state of the Library.

(I) *Why we need a review*

A third of a century has passed since the Library last undertook a full-scale, comprehensive review. These decades have been full of momentous change. The activity of government and the reach of legislation have extended beyond precedent. Our nation has suffered the pangs of adjustment after a World War and has been involved in two other wars. In vast territories of the world the free flow of information is obstructed.

We have lived through a technological revolution more intimate and more pervasive than any before. The airplane has displaced the railroad and the steamship for transcontinental and transoceanic travel. Photography, motion pictures, and sound reproduction have been newly elaborated. Television has entered our living rooms and incited new uses for the radio, newspapers, and magazines. Novel forms of book production and reproduction—microform, xerography, and near-print—have multiplied. The disintegration of paper, once only a threat, has become an immediate menace. The computer has suddenly revealed a whole new science and technology for storing and retrieving information. The pace of scientific progress and of accumulating knowledge has quickened. Space exploration has given a new perspective to our maps and to our ways of seeing our nation's place on our planet.

No part of the Library of Congress has been untouched by these transformations. Today hundreds of our staff are engaged in activities never imagined a half-century ago. The traditional activities of our Library—acquisitions, cataloging, helping the nation's libraries, and communicating information to the Congress—have also been reshaped.

At the same time, the size of our Library has multiplied. When Librarian Archibald MacLeish initiated the last full-scale review thirty-five years ago, the Library had a book collection of some 6 million volumes, an annual budget of about 4 million dollars, and a staff of 1,100. Today our book collection has a least trebled and we have added whole new types of materials. Our annual budget is 116 million dollars and our staff numbers 4,600.

During these decades the Library of Congress has been given a vast range of new statutory responsibilities. Our direct services to the Congress—the primary duties of our Library—have been enlarged, made more subtle, and more complex by the Legislative Reorganization Act of 1946, and by the Act of 1970 which reshaped the Legislative Reference Service into the present Congressional Research Service. Our legal mandate to serve the blind and physically handicapped has been widened. Our obligations under the Copyright law (now and in prospect) are enormously enlarged. Our Congressionally authorized assistance to the nation's libraries and to the world of scholarship and of science has been extended, increased, and modernized. Meanwhile, funds provided by generous citizens for the Library of Congress Trust Fund have offered new opportunities to serve literature, music and the graphic arts.

Plainly the time has come for a review. The arrival of a new Librarian and the near completion of the Madison Building make such a study especially appropriate now.

(II) *The nature and scope of the review*

Therefore I am now commencing a major review of the Library's goals, organization, and planning. This will require close consultation with the Congress, will draw on the suggestions of our staff, and will reach outside for the constructive criticism and imaginative suggestions of all our constituencies. After full study and careful reflection, our conclusions will, I hope, produce a more effective and efficient Library of Congress, better adapted to the needs of the Congress and the nation as we enter our third century. Meanwhile, however, I will not await the completion of the study for urgently needed changes and obviously overdue innovations.

The review will be wide-ranging, free, and imaginative. It will start from our primary duty to serve the Congress. It will take account of those changes in technology, in the nation and in the world which affect our usefulness to the Congress and our effectiveness as a national library.

To accomplish our purpose we must increase the sense of our staff's participation in the greatness of

IR004500

our Library. We must improve the working environment in order to make service in the Library a more enriching experience. We must do all in our power to insure that a career in the Library of Congress will be not merely a career of service, but also a career of self-fulfillment.

It is also urgent that we keep in close touch with our constituencies. The Congress first of all. But our other constituencies as well. The review itself will open new channels of communication between our Library and all our constituencies and help us keep these channels open and free-flowing.

Among the questions which I suggest are the following:

(1) How well are we serving Congress? How can we better serve the Congress?

(2) How well are we serving other Government agencies? How should we be serving them?

(3) How well are we serving the nation's libraries? How (within our legal mandate) can we better serve the nation's public libraries, special libraries, research libraries, and other educational institutions?

(4) Are our collections as widely and as fully used as they ought to be, by scholars, scientists, historians, lawyers, social scientists, poets, composers, performers, and members of the business community? How can improved administration, the addition of private and foundation resources, and more widely diffused information about our resources increase our usefulness to creative persons? How can we more effectively encourage research and creativity in the interest of the Congress and the nation?

(5) How have new technological resources increased our opportunities for service to traditional constituencies and opened avenues of service to new constituencies? What can we do that we are not now doing to serve the blind and the physically handicapped, to improve the nation's capacity to read and to help instill the habit of reading? How can we better serve the media?

(6) How has new technology shaped our opportunities and our duty to preserve a full record of American civilization in our time?

(7) As the quantity of informational and cultural materials increases, what can we do that we are not now doing to keep the citizen from being overwhelmed by quantity, and to guide the reader and the viewer through the thickening wilderness of printed and graphic matter?

(8) In a period of change in technology and in the legal protection of authors and artists, what can the Library of Congress and its Copyright Office do "to promote the progress of science and the useful arts"?

(9) In the midst of rapidly changing technology, what can the Library do to preserve and enrich the tradition of the Book?

(10) In a world where many governments censor and restrict publication and inhibit free expression, are we doing everything necessary and appropriate to keep knowledge and information freely flowing into our Library from everywhere? Are we doing all that we can to provide the Congress and the nation with a fully stocked free marketplace of the nation's and the world's knowledge and ideas? What can we do to make our collections more speedily available?

These are only a few of the questions which we should consider in our review.

(III) *How we will proceed*

To advise me in my review of the Library, on January 16, 1976, I appointed a staff Task Force on Goals, Organization, and Planning. The Task Force chairman is John Y. Cole; its members are Alan M. Fern, Beverly Gray, Tao-Tai Hsia, Edward Knight, Lucia J. Rather, Lawrence S. Robinson, Norman J. Shaffer, Robert D. Stevens, Elizabeth F. Stroup, and Glen A. Zimmerman. With my guidance, the Task Force will seek counsel and solicit ideas from the Library's staff and will draw on the advice and suggestions of a number of outside groups chosen to represent the Library's constituencies. The Task Force office is Room 310 in the Main Building (telephone extension 6234). I have asked the Task Force to submit a preliminary report not later than September 1, 1976, and its final report not later than January 15, 1977, when the Task Force and its advisory groups will be dissolved.

I will work closely with the Task Force and the Task Force advisory group. We want and need the ideas and suggestions of the whole staff. An essential part of the job of the Task Force will be to encourage and insure this participation.

Our Library, with the generous support and the enlightened guidance of the Congress, has flourished during a century and three quarters. To establish a Congressional library as a nation's library was itself a bold and democratic New World innovation. Today, in this great Library, we are the heirs of two complementary traditions: the Tradition of Tradition and the Tradition of Change. If, as I confidently expect, we succeed in the review we now undertake, we can set an example of democratic vitality–of how we can draw on the full resources of our past to meet the surprising and exacting demands of the future.

TASK FORCE DOCUMENT 4
April 9, 1976

THE LIBRARY OF CONGRESS
TASK FORCE ON GOALS, ORGANIZATION, AND PLANNING

Document 4: Task Force Subcommittees.

The subcommittees listed below have been established to help the Task Force gather data and formulate recommendations concerning specific aspects of the Library's operations. All subcommittee meetings are open, and observers are welcome. A schedule of the various meetings is posted daily outside the Task Force office (MB 310). Schedules also are posted on Library bulletin boards in the Main and Annex buildings.

Each subcommittee will present the Task Force with recommendations, data to support those recommendations, and outlines of alternative courses of action with regard to the subject being studied. All reports are due by July 15, 1976, when most of the subcommittees will be abolished.

In addition to these subcommittees, the Task Force plans to establish subcommittees to study aspects of the following subjects: personnel and staff development, acquisitions, preservation, the impact of the copyright revision law, specialized research roles, management and organization development, and goals and objectives.

Task Force members are:

John Y. Cole, chairman
Alan Fern, P&P
Beverly Gray, GR&B
Tao-Tai Hsia, LL FE
Edward Knight, CRS E
Lucia Rather, MARC Dev
Lawrence S. Robinson, Presev
Norman J. Shaffer, Photodup
Robert D. Stevens, Cop Cat
Liz Stroup, CRS C
Glen A. Zimmerman, Proc

Area Studies

Chairman: Beverly Gray

Members:

Paul L. Horecky, Slav D
Tao-Tai Hsia
Zuhair E. Jwaideh, LL NEA
Mary Ellis Kahler, LAPS
David Littlefield, Subj Cat
Marlene C. McGuirl, LL AB
Rubens Medina, LL Hisp
Renata Shaw, P&P
Ivan Sipkov, LL Eur
Robert D. Stevens
Warren M. Tsuneishi, Orien
Julian W. Witherell, GR&B

IR004500

Automation and Reference Services

Chairman: John W. Kimball, GR&B

Task Force Liaison: John Y. Cole

Members:

Jane Collins, Sci
Nancy Davenport, CRS L
Jim Godwin, MARC Dev
John Kaldahl, CRS D
Hylda Kamisar, DBPH
Mary S. Lewin, ISO
Myron Phillips, Sci
John O. Redmond, Ref
Barbara B. Walsh, GR&B

Bibliographic Access

Chairman: Suzy Platt, CRS C

Task Force Liaison: Lucia J. Rather

Members:

Elisabeth Betz, P&P
Susan Biebel, TPR
Janet Hill, G&M
Jeanne M. Jagelski, LL
David Littlefield, Subj Cat
John Panko, Subj Cat
Lynn Pedigo, GR&B
Jim Roberts, Cop Ref
William J. Sittig, Ref
Daisy Tagge, Desc Cat
Melissa Trevvett, Loan

The Bibliographic Role of the Library

Chairman: John R. Hebert, LAPS

Task Force Liaison: John Y. Cole and Tao-Tai Hsia

Members:

Pat Bernard, Cat Publ
Constance Carter, Sci
David Eastridge, Cop Cat
Evelyn Eiwen, Publ
Ruth Freitag, GR&B
Ronald Gephart, GR&B
Edward MacConomy, GR&B
Ann Hallstein, CRS C
Armins Rusis, LL Eur
Richard Stephenson, G&M
Julian Witherell, GR&B

Collection Development

Chairman: Robert D. Stevens

Members:

Beverly Gray
Tao-Tai Hsia
Lawrence S. Robinson
Renata Shaw, P&P
Mike Shelley, CRS C

The Cultural Role of the Library

Chairman: Dorothy Pollet, GR&B

Task Force Liaison: John Y. Cole and Alan Fern

Members:

Susan Aramayo, ALC
Lewis Flacks, Cop Reg
Marvin Kranz, GR&B
Maria Laqueur, NUCPP
Jerry Maddox, P&P
Rubens Medina, LL Hisp
Fred Mohr, Publ
Gerald Parsons, Mus (Folk)
Donna Scheeder, CRS C
Carolyn Sung, Mss
Sandra Tinkham, Exh
Jean Tucker, Inf
Michael Walsh, Desc Cat

Documents

Chairman: Beverly Gray

Members:

George Caldwell, GR&B
Nathan Einhorn, E&G
Alma Mather, E&G
Floris McReynolds, CRS C
Eugene Nabors, LL AB
Robert Nay, LL AB
Herb Roberts, Cop Exam
Robert Schaaf, GR&B
Maurvene Williams, CRS L
Don Wisdom, Ser

Loan and Photoduplication Services

Chairman: Norman J. Shaffer

Members:

Larry Boyer, LL AB
Beverly Brannan, P&P
Everett Johnson, E&G
Thomas Nichols, Cop Ref
Robert Schaaf, GR&B
Suanne Thamm, Loan
Melissa Trevvett, Loan
Warren Tsuneishi, Orien
Howard Walker, Loan
Margaret Whitlock, CRS C
Robert Zich, GR&B

Serials

Chairman: Joseph W. Price, Ser Rec

Task Force Liaison: Norman J. Shaffer

Members:

George Atiyeh, Orien
Jane Collins, Sci
Ann Gardner, GR&B
Rita Harrison, LL
Ed Kapusciarz, Cop Cat
Jennifer V. Magnus, Ord
Judith Matheny, Ser Rec
Emma G. Montgomery, Ref
Mary E. Sauer, Ser Rec
Mike Shelley, CRS L
Don Wisdom, Ser
Donald Woolery, Sel Off

Services to Congress

Chairman: Helen W. Dalrymple, CRS D

Task Force Liaison: Edward Knight and Liz Stroup

Members:

Peter Bridge, E&G
Susan Finsen, CRS L
Pat Harrison, Cop Reg
Paul Heffron, Mss
Jane Lindley, GR&B
Adoreen McCormick, ALC
Nancy Mitchell, Inf
Robert Nay, LL AB
Charlene Woody, ISO

Services to Libraries

Chairman: Lucia J. Rather

Members:

David Carrington, G&M
Paul Edlund, Cat Distri
Prentiss Gillespie, Preserv
Marlene McGuirl, LL AB
Josephine Pulsifer, MARC Dev
David Remington, Subj Cat
Jacquelyn Ricketts, Cop Cat
James Riley, FLC
Christopher Wright, CRS C
Ellen Zabel, DBPH
Robert Zich, GR&B

The Staff as Users

Chairman: Winston Tabb, CRS C

Task Force Liaison: Liz Stroup

Members:

Charles Brookes, LL AB
Milton Collins, Ser Rec
Catherine M. Croy, Adm
Kay Elsasser, Subj Cat
Veronica M. Gillespie, P&P
Katherine F. Gould, Ser
Beth Jenkins-Joffe, GR&B
Margrit Krewson, Loan
Art Lieb, Subj Cat
Victor Marton, Cop Ref
James McClung, Inf
Laverne Mullin, LL PS
Phyllis J. Rasmussen, Share Cat

The User Survey

Chairman: Robert Zich, GR&B

Task Force Liaison: John Y. Cole and Liz Stroup

Members:

Rey Aguirre, GR&B
Nancy Benco, Inf
Dan Burney, Rare Bk
Jane Collins, Sci
Georgette Dorn, LAPS
Walter Gallagher, ISO
Katherine Gould, Ser
Louis Jacob, Orien
Beth Jenkins-Joffe, GR&B
Everett Johnson, E&G
Hylda Kamisar, DBPH
Jerry Kearns, P&P
David Kraus, Slav D
Jane Lindley, GR&B
Judy McDermott, DC
Marlene McGuirl, LL AB
Jon Newsom, Mus
William Sartain, S&R
Pat Sheehan, P&P
Ivan Sipkov, LL Eur
Carolyn Sung, Mss
Winston Tabb, CRS C
Melissa Trevvett, Loan
Howard Walker, Loan
John Wolter, G&M

TASK FORCE DOCUMENT 5
April 19, 1976

THE LIBRARY OF CONGRESS
TASK FORCE ON GOALS, ORGANIZATION, AND PLANNING

Document 5: Task Force Schedule

The Task Force is developing its final recommendations according to this timetable:

January 1976	Task Force established.
February - April	Orientation meetings with officials and staff of all Library departments, including visits to buildings off Capitol Hill.
March	Each member of the staff is invited to submit suggestions.
March - July	Subcommittees meet and prepare recommendations.
April	First interim report to the Librarian.
April - May	The Library-wide user survey is conducted.
July 1	Deadline for suggestions from individual staff members.
July 15	Deadline for subcommittee reports; most of the subcommittees are abolished.
July - November	The outside advisory groups meet and prepare recommendations for the Librarian and the Task Force.
September	Second interim report to the Librarian.
September	Additional subcommittees are established.
September - November	Development of final recommendations through reports from subcommittees, consultation with LC officials and staff, and consultation with outside advisory groups.
January 1977	Final report to the Librarian. This

IR004500

document will include the Task Force's principal recommendations concerning the goals, functions, and organization of the Library. Supporting data will be included, along with a plan for implementing the recommendations.

THE LIBRARY OF CONGRESS
WASHINGTON, D.C. 20540

OFFICE OF THE LIBRARIAN
Task Force on Goals,
Organization, and Planning

April 19, 1976

TO: Department Directors
Assistant Department Directors
Division Chiefs

FROM: John Y. Cole, Task Force Chairman

SUBJECT: A Report on Task Force Activities

Thus far the Library's staff has sent the Task Force over 200 memos containing suggestions for improving the Library and its services. Nearly all of these recommendations have been signed. Ideas have come from all the departments and from both non-professionals and professionals. The latter group includes department directors, assistant directors, and division chiefs. Many of the ideas we have received deserve immediate implementation; others raise issues that should be considered by units other than the Task Force. The Task Force's interim reports will forward such ideas and outline the topics being reviewed for recommendations in the final Task Force report.

The Task Force is developing its final recommendations according to this timetable:

January 1976	Task Force established.
February - April	Orientation meetings with officials and staff of all Library departments, including visits to buildings off Capitol Hill.
March	Each member of the staff is invited to submit suggestions.
March - July	Subcommittees meet and prepare recommendations.
April	First interim report to the Librarian.
April - May	The Library-wide user survey is conducted.
July 1	Deadline for suggestions from individual staff members.

IR004500

July 15	Deadline for subcommittee reports; most of the subcommittees are abolished.
July - November	The outside advisory groups meet and prepare recommendations for the Librarian and the Task Force.
September	Second interim report to the Librarian.
September	Additional subcommittees are established.
September - November	Development of final recommendations through reports from subcommittees, consultation with LC officials and staff, and consultation with outside advisory groups.
January 1977	Final report to the Librarian. This document will include the Task Force's principal recommendations concerning the goals, functions, and organization of the Library. Supporting data will be included, along with a plan for implementing the recommendations.

A list of the Task Force subcommittees and their membership is attached. One additional subcommittee has been established since the list was completed. Don Curran from the Librarian's Office is chairman of a group that is studying the organization of the Library's automation activities. Other members are Henriette Avram, DLC; Charles A. Goodrum, CRS; L. Clark Hamilton, Copyright Office; and William R. Nugent, Information Systems Office.

If you have questions about any aspect of the Task Force's activities, please call me (x6233). The Librarian and the Task Force are grateful for your support. This is a crucial period in the Library's history; we need and appreciate your help.

TASK FORCE DOCUMENT 6
April 28, 1976

THE LIBRARY OF CONGRESS
TASK FORCE ON GOALS, ORGANIZATION, AND PLANNING

Document 6: First Interim Report

TO: Daniel J. Boorstin, Librarian of Congress

FROM: John Y. Cole, Task Force Chairman JYC

SUBJECT: First Interim Report

On behalf of the Task Force, I am pleased to submit our first interim report.

Thus far we have received over 230 memos containing suggestions for improving the Library and its services. Nearly all of these recommendations have been signed. Ideas have come from all departments and from both nonprofessionals and professionals; the latter group includes department directors, assistant directors, and division chiefs. In the opinion of the Task Force, a number of these suggestions should be implemented immediately; many others should be brought to the attention of the appropriate Library officials without delay. This interim report forwards all of these suggestions. It also outlines the topics that the Task Force is studying in order to make recommendations at a later date. In general, the items being forwarded concern internal administrative matters that require immediate attention; those being retained for Task Force study concern major organizational questions and Library-wide goals and functions.

The report is divided into three sections: 1) general information about the Task Force and its endeavor; 2) topics being studied by the Task Force and its subcommittees; and 3) suggestions being forwarded either as Task Force recommendations or for comment from appropriate Library officials. The response we receive from Library officials regarding the items forwarded in section three will help us develop our second interim report. We look forward to discussing this report with you.

ID004500

I. The Task Force

The Task Force is developing its final recommendations according to this timetable:

January 1976	Task Force established.
February - April	Orientation meetings with officials and staff of all Library departments, including visits to buildings off Capitol Hill.
March	Each member of the staff is invited to submit suggestions.
March - July	Subcommittees meet and prepare recommendations.
April	First interim report to the Librarian.
April - May	The Library-wide user survey is conducted.
July 1	Deadline for suggestions from individual staff members.
July 15	Deadline for subcommittee reports; most of the subcommittees are abolished.
June - November	The outside advisory groups meet and prepare recommendations for the Librarian and the Task Force.
September	Second interim report to the Librarian.
September	Additional subcommittees are established.
September - December	Development of final recommendations through reports from subcommittees, consultation with LC officials and staff, and consultation with outside advisory groups.
January 1977	Final report to the Librarian. This document will include the Task Force's principal recommendations concerning the goals, functions, and organization of the Library. Supporting data will be included, along with a plan for implementing the recommendations.

We consider January - July to be the information-gathering stage of our effort. Data is being accumulated from studies undertaken prior to 1976 by various departments and divisions, from suggestions of individual staff members, from the user survey, and from the work of the subcommittees. Our final recommendations will be developed from July - December in conjunction with meetings with the outside advisory groups and consultations with Library officials and staff. During this period we expect to receive additional ideas and comments from individuals, organizations, and associations outside of the Library. Our final report, to be submitted in January 1977, will include recommendations concerning goals and objectives, the legislative, national, and international roles of the Library, services to users, collection development, the cultural role of the Library, personnel and staff, and management and organization development.

The subcommittees have been established to help the Task Force gather data and formulate recommendations concerning specific aspects of the Library's activities. Thus far subcommittees have been established to study the following topics: area studies, automation and reference services, bibliographic access, the bibliographic role of the Library, collection development, the cultural role of the Library, documents, loan and photoduplication services, the organization of automation activities, serials, services to Congress, services to libraries, the staff as users, training and career development, and the user survey. Most of these subcommittees will be abolished by July 15, but other subcommittees will be established as needed. In addition to Task Force members, over 140 staff members presently are serving on subcommittees. Such widespread participation naturally has placed an additional burden on administrators, supervisors, and staff members who are not on subcommittees. The fine cooperation of the staff at all levels is greatly appreciated by the Task Force.

II. Topics Being Studied by the Task Force and its Subcommittees

This section of the report is divided into four broad categories: general, services to users, collection development, and personnel and staff development. The numbers in parentheses are control numbers for use by the Task Force and its subcommittees.

A. General

1. The development and organization of a planning office for the Library. (66,71,129)

2. The development of a statement of goals and objectives for the Library. (89, 139)

3. The development of a long-range plan for the Library's physical expansion. (89,154)

4. The legislative, national, and international roles of the Library. (71, 89, 228)

5. The cultural and educational roles of the Library. (112, 119, 174, 214)

6. Relations between the Library and other institutions, professional associations, and private organizations. (20, 214)

7. The place of the Library in the federal bureaucracy. (23, 58)

8. Management and organization development.

9. Management controls and methods of program review. (169, 187)

10. The Library's committee system. (169, 188)

11. The functions and organization of the offices of the Librarian and the Deputy Librarian.

12. The role, functions, and organization of the Administrative Department and its divisions. (47)

13. The functions and organization of the Library's personnel operations. (35, 73, 80)

14. Communication between the Library's administration and its employees.

15. The ombudsman function in the Library.

16. Communication among the Library's departments.

17. The Library's exhibits function and program. (19, 134, 183, 214)

18. The Library's publishing function and program. (81, 87, 163, 214, 233)

19. The Library's records retirement and archival system. (169, 205)

20. The cultural importance of the Library's buildings. (214)

B. Services to Users

1. Services to Congress.

2. The role and functions of the Congressional Research Service and its divisions, including the working relationships between the Congressional Research Service and other parts of the Library. (49, 58, 78, 141, 166)

3. The role, functions, and organization of the Law Library and its divisions. (21, 57, 78, 81, 141, 166, 231)

4. The role, functions, and organization of the Department of Reader Services and its divisions. (24, 32, 89, 130)

5. The role, functions, and organization of the Department of Research and its divisions. (28, 89, 164, 209)

6. The role, functions, and organization of the Processing Department and its divisions. (173)

7. Services to libraries.

8. Services to the government.

9. Services to scholars and the research community. (56, 89, 112)

10. Services to the general public, including those to visitors and tourists. (167, 214)

11. Parameters of service.

12. The organization and operation of the stack services. (13, 42, 216)

13. The main card catalog. (13, 42, 93)

14. The role, function, and organization of the Library's area studies activities. (1, 31, 43, 178, 193, 215)

15. The staff as users.

16. Loan and photoduplication services. (89, 102, 106, 140, 207)

17. The organization of the Library's automation activities. (5, 83, 213)

18. Automation and reference services.

19. Processing priorities and services. (29, 57)

20. The role of subject specialists in the Library.

21. Publication of a directory of subject specialists. (214)

22. The question of a national reference service. (91)

23. Improving bibliographic access to the collections.

24. The bibliographic role of the Library.

25. New bibliographic tools.

26. A systematic program of preparing and publishing descriptive guides to the collections. (89, 214)

27. A broad-based bibliographic program in the field of American history and culture. (31, 98)

28. A comprehensive guide to the Library's manuscript collections. (115)

C. Collection Development

1. The national role of the Library with regard to acquisitions and preservation.

2. The organization and operation of the Library's acquisitions programs. (89, 132, 168, 169, 211)

3. The organization and operation of the Library's preservation programs. (47, 197)

4. Binding and labeling operations. (63, 185)

5. Cleaning and maintenance of the general collections.

6. Assessing the physical state of the collections. (63, 187)

7. The question of an inventory of the classified collections.

8. The organization and operation of activities concerned with serials--their acquisition, control, and services. (75, 186)

9. The claiming of serials. (97, 189)

10. The organization and operation of activities concerned with government documents--their acquisition, control, and service. (88)

11. The organization and operation of activities concerned with microforms--their acquisition, control, and service. (142)

12. Selection policies and procedures. (134, 201, 211)

13. Weeding and collection storage problems. (18, 154, 186, 201)

14. Compliance with the copyright laws. (49, 99, 168)

15. Storage of copyright deposits.

16. Overall acquisitions policies. (89, 169)

17. The system of recommending officers. (134, 168, 169, 193, 199)

18. Funds for the purchase of retrospective materials. (134, 168)

19. The solicitation of gifts. (168)

20. Disposition procedures for duplicate and surplus materials. (53, 134)

D. Personnel and Staff Development

1. The restructuring of the Personnel Office and its programs. (35, 125)

2. Training and career development. (125, 172)

3. Continuing education and professional development.

4. Staff advisory groups. (94, 121)

III. Suggestions Being Forwarded as Task Force Recommendations or for Comment by Library Officials

Many of the suggestions received from the Library's staff express concern about immediate problems. The Task Force is hereby forwarding those ideas which it feels require immediate consideration by the appropriate Library officials. Some are being forwarded with the Task Force recommendation for implementation; others are being forwarded for comment by Library officials because the Task Force does not have enough information to make a judgment. The names of the persons who submitted the suggestions have been deleted.

This section of the report is divided into five broad categories: services to users, collection development, personnel and staff development, working conditions and staff facilities, and miscellaneous administrative matters. The numbers in parentheses are control numbers for use by the Task Force.

A. Services to Users

Recommendations

The Library immediately must make a concentrated effort to improve its in-person service to users, especially in the general reading rooms. Special attention must be given to contacts between users and staff, to reducing the not-on-shelf rate, and to improving the Library's image. There are several specific steps that should be taken:

-An information desk near the west entrance to the Main Reading Room should be established to assist both users and visitors. (90, 214)

-A sophisticated system of signs and related visual communications should be developed for the entire Library, inside and outside. The system should include the installation of attractive and sensibly positioned directories at the major entrance points to all buildings. (9, 34, 41, 70, 89, 134, 161, 214, 236)

-Reference assistance in the Main Reading Room should be "more visible". (20, 214)

-The forms used for requesting books in the Main and Jefferson building reading rooms should have the statement "Allow 30-45 minutes for delivery" printed on them. (50)

-Tourist services must be improved. An expanded and well-planned program would benefit both tourists and the Library. An orientation/exhibits center for tourists should be part of the program. (38, 214)

-A guidebook to the Library is badly needed and its preparation should not be delayed. It should be aimed at the tourist or general reader and sold at the information desk. (113, 203, 214)

Suggestions Forwarded for Comment

1. A reader's advisory service to interview and assist those using the Library. (118, 214)

2. A series of information brochures for users. (113)

3. Photocopying facilities available for users. (107)

4. Service of legal periodicals. (92)

5. The availability and distribution of studies made by the Congressional Research Service. (55)

6. Filing priorities and procedures in the main card catalog. (177, 235)

7. Filing in the official card catalog. (182)

8. A comparative study of national library services. (200)

9. Aspects of the MARC service. (184)

10. Computer planning for a national network. (165)

11. Information storage using COM generated microfiche. (234)

12. Development of a handbook that explains how to use computer terminals. (212)

13. Updating and revising Bibliographical Procedures and Style; a Manual for Bibliographers in the Library of Congress. (103)

14. Updating and revising the Library's correspondence manual. (123)

15. An expansion of the Library's literary program. (110)

16. Establishment of a speaker's bureau consisting of specialists from the Library's staff. (40)

17. Increased lighting around the Library's buildings, especially the Main building. (49)

18. A color motion picture program to publicize the Library and its treasures. (44)

19. The purchase of a plate maker (e.g. Nu Arc Plate Maker) for producing signs and graphic material for exhibits. (214)

20. Expansion of exhibit facilities for prints and photographs. (59)

21. Redesigning the containers used to transport books through the pneumatic tube system between the Main and Jefferson buildings. (117)

B. Collection Development

Suggestions Forwarded for Comment

1. Acquisition of a prism camera for photocopying fragile materials. (106)

2. Brittle book program procedures. (162)

3. Coordination of acquisition policies between the Library of Congress, the National Agricultural Library, and the National Library of Medicine. (133)

4. Acquisitions stamps. (169)

5. Procedures for marking LC ownership on materials. (169)

6. Use of the computer to record and cumulate serial receipts by source. (169)

C. Personnel and Staff Development

Recommendations

1. The entire procedure for the handling of PAR's should be reviewed and streamlined. (100, 148)

2. A number of improvements should be made in employment office procedures and facilities. (151)

3. Employees who receive the 10-year federal service award should be recognized in the Library of Congress Information Bulletin. (196)

4. More members of the Library's staff should be invited to participate in special events, e.g. luncheons, held for distinguished visitors. Staff participation should be on a rotating basis. (8)

Suggestions Forwarded for Comment

1. The use of flexitime. (26, 69, 109, 147, 159, 219)

2. Education and training programs. (25, 46, 61, 62, 84, 122, 189, 194)

3. Employment policies. (76, 219)

4. Job reform techniques, including job rotation for employees in clerical and nonprofessional positions. (138, 172, 212, 229)

5. Employee exchange programs with other institutions. (72, 77)

6. Promotion and pay-grade inequalities. (12, 158)

7. Travel and per diem funds. (20, 79)

8. The use of part-time students in work/study programs. (190)

9. The job posting system. (11, 96, 136)

10. Job qualification requirements. (204)

11. A full-time Spanish Coordinator. (65)

12. Retirement programs and counseling. (68, 137)

13. Evaluation of supervisors. (82)

14. The employee suggestion program. (95, 176)

15. Cash awards to employees. (204)

16. Labor-management relations. (171)

17. Communication with staff regarding personnel cases that have gone to hearings or to court. (169)

D. Working Conditions and Staff Facilities

Recommendations

1. Immediate improvements are needed in the shuttle service between the principal Library buildings and the outlying buildings. The frequency

of the shuttles should be increased, whenever feasible service to each outlying building should be direct, service should originate from a precise location between the Main and Jefferson buildings, and the Library should allow readers to ride the shuttle buses. (135, 198)

2. The Library must continue its efforts to improve the cafeteria. A comparative study of the National Gallery of Art cafeteria and the LC cafeteria, both operated by the GSI, would be beneficial. (111)

3. Stack elevators and deck areas in the Jefferson building should be color coded--one color for north, another for south. (51)

Suggestions Forwarded for Comment

1. Cafeteria and snack bar services. (9, 11, 127, 144, 150, 157, 191, 218)

2. Frequency of elevator service in the Great Hall. (108)

3. Building maintenance and janitorial service. (144, 146)

4. Parking problems. (16, 27, 143, 181)

5. Rotating plant displays in LC buildings. (17)

6. Dental checkups and eye examinations. (22, 217)

7. Gym facilities in the Madison Memorial building. (36)

8. Ventilation problems in the Jefferson building. (45)

9. Ventilation problems in the Navy Yard Annex building. (145)

10. Day care centers. (109)

11. Men's room on the second floor of the Jefferson building. (85)

12. Chairs in rest rooms. (86)

13. Plexiglass window shield for heating and air conditioning ducts. (116)

14. No smoking areas. (145, 156)

15. Installation of a ramp between the 4th floor and Deck 11 in the Jefferson building. (222)

16. Installation of a convex mirror at the top of the tunnel connecting the Main and Jefferson buildings. (230)

E. Miscellaneous Administrative Matters

Recommendations

1. The Library should make efforts to coordinate and strengthen its internal legal services. (60)

2. Special announcements should be divided into two or more series, e.g. rush and non-rush, and these series should be color-coded. (74)

3. The pass system used for removing property from the Library's buildings should be simplified and improved. (124)

Suggestions Forwarded for Comment

1. A study of the entire system of Library of Congress regulations. (2, 67, 105, 139)

2. Distribution of announcements and materials to Library employees. (152, 155)

3. Communication with staff regarding plans for occupying the new Library warehouse in Landover, Md. (195)

4. The identification card system for employees. (191)

5. A Library of Congress postage stamp. (191)

6. Greeting cards for sale at the information counter. (117, 232)

7. Trash containers outside the Library's front entrances. (37)

8. Synchronization of clocks throughout the Library. (206)

TASK FORCE DOCUMENT 7
June 18, 1976

THE LIBRARY OF CONGRESS
TASK FORCE ON GOALS, ORGANIZATION, AND PLANNING

Document 7: Task Force Subcommittees (Supersedes Task Force Document 4).

The subcommittees listed below have been established to help the Task Force gather data and formulate recommendations concerning specific aspects of the Library's operations. All subcommittee meetings are open, and observers are welcome. A schedule of the various meetings is posted daily outside the Task Force office (MB 310). Schedules also are posted on Library bulletin boards in the Main and Annex buildings.

Each subcommittee will present the Task Force with recommendations, data to support those recommendations, and outlines of alternative courses of action with regard to the subject being studied. All reports are due by July 15, 1976, when most of the subcommittees listed below will be abolished. New subcommittees will be established as needed.

Task Force members are:

John Y. Cole, chairman
Alan Fern, Res
Beverly Gray, GR&B
Tao-Tai Hsia, LL FE
Edward Knight, CRS E
Lucia Rather, Proc
Lawrence S. Robinson, Preserv
Norman J. Shaffer, Photodup
Robert D. Stevens, Cop Cat
Liz Stroup, CRS C
Glen A. Zimmerman, Pers

Area Studies

Chairman: Beverly Gray

Members:

Georgette Dorn, LAPS
John R. Hébert, LAPS
Paul L. Horecky, Slav D
Tao-Tai Hsia
Louis A. Jacob, Orien
Zuhair E. Jwaideh, LL NEA
Mary Ellis Kahler, LAPS
David H. Kraus, Slav D
David Littlefield, Subj Cat
Edward MacConomy, GR&B
Marlene C. McGuirl, LL AB
Rubens Medina, LL Hisp
Renata Shaw, P&P
Ivan Sipkov, LL Eur
Robert D. Stevens
Warren M. Tsuneishi, Orien
Julian W. Witherell, GR&B

I 8004500

Automation and Reference Services

Chairman: John W. Kimball, GR&B

Task Force Liaison: John Y. Cole

Members:

Jane Collins, Sci
Nancy Davenport, CRS L
Jim Godwin, MARC Dev
John Kaldahl, CRS D
Hylda Kamisar, DBPH
Mary S. Lewin, ISO
Marlene C. McGuirl, LL AB
William H. Poole, Cop Serv
Barbara B. Walsh, GR&B
John Wolter, G&M

Bibliographic Access

Chairman: Suzy Platt, CRS C

Task Force Liaison: Lucia J. Rather

Members:

Elisabeth Betz, P&P
Susan Biebel, TPR
Janet Hill, G&M
Jeanne M. Jagelski, LL
David Littlefield, Subj Cat
John Panko, Subj Cat
Lynn Pedigo, GR&B
Jim Roberts, Cop Ref
William J. Sittig, Res
Daisy Tagge, Desc Cat
Melissa Trevvett, Loan

The Bibliographic Role of the Library

Chairman: John R. Hébert, LAPS

Task Force Liaison: John Y. Cole and Tao-Tai Hsia

Members:

Pat Bernard, Cat Publ
Constance Carter, Sci
David Eastridge, Cop Cat
Evelyn Eiwen, Publ
Ruth Freitag, GR&B
Ronald Gephart, GR&B
David Littlefield, Subj Cat
Edward MacConomy, GR&B
Ann Hallstein, CRS C
Armins Rusis, LL Eur
Richard Stephenson, G&M
Julian Witherell, GR&B

Collection Development

Chairman: Robert D. Stevens

Members:

Beverly Gray
Tao-Tai Hsia
Lawrence S. Robinson
Renata Shaw, P&P
Mike Shelley, CRS C

The Cultural Role of the Library

Chairman: Dorothy Pollet, GR&B

Task Force Liaison: John Y. Cole and Alan Fern

Members:

Susan Aramayo, ALC
Lewis Flacks, Cop Reg
Marvin Kranz, GR&B
Maria Laqueur, NUCPP
Jerry Maddox, P&P
Rubens Medina, LL Hisp
Fred Mohr, Publ
Gerald Parsons, Mus (Folk)
Donna Scheeder, CRS C
Carolyn Sung, Mss
Sandra Tinkham, Exh
Jean Tucker, Inf
Michael Walsh, Desc Cat

Documents

Chairman: Beverly Gray

Members:

George Caldwell, GR&B
Nathan Einhorn, E&G
Agnes Ferruso, E&G
Alma Mather, E&G
Floris McReynolds, CRS C
Eugene Nabors, LL AB
Robert Nay, LL AB
Robert Schaaf, GR&B
Maurvene Williams, CRS L
Donald Wisdom, Ser

Loan and Photoduplication Services

Chairman: Norman J. Shaffer

Members:

Larry Boyer, LL AB
Beverly Brannan, P&P
Everett Johnson, E&G
Thomas Nichols, Cop Ref
Robert Schaaf, GR&B
Suanne Thamm, Loan
Melissa Trevvett, Loan
Warren Tsuneishi, Orien
Howard Walker, Loan
Margaret Whitlock, CRS C
Robert Zich, GR&B

Organization of Automation Systems

Chairman: Donald C. Curran, ALC

Task Force Liaison: John Y. Cole

Members:

Henriette Avram, DLC
Charles A. Goodrum, CRS
L. Clark Hamilton, Cop Reg
William R. Nugent, ISO

Personnel and Staff Development

Chairmen: Kimberly W. Dobbs, LL
Louis R. Mortimer, CRS C

Task Force Liaison: Lawrence S. Robinson

Members:

Susan Aramayo, ALC
Edith Belmear, Ser Rec
Phillipa Butler, PMO
Elizabeth Carl, Subj Cat
Kathleen Christensen, Cat Publ
Catherine Croy, Adm
Robert Davis, Proc
Robert Ennis, CRS C
Maryann Ferrarese, Subj Cat
Lynda Fox, Cop Cat
Jacqueline Granville, DLC
Walter J. Hadlock, CRS C
Bud Hardison, Place & Class
David Harris, Share Cat
Patricia Hines, Cat Mgmt
Joyce Holmes, CRS EP
Oxana Horodecka, Desc Cat
Georgia Joyner, CRS S
Lucinad Leonard, MARC Dev
Robyn Levine, CRS L
Arthur J. Lieb, Subj Cat
Jack McDonald, Loan
Hugh McNeil, Cat Distri
Thomas Miller, CRS D

Personnel and Staff Development

Members (continued):

Joe Nelson, CRS C
Rhoda Newman, CRS C
Ruthann Ovenshire, CRS C
Patricia Pasqual, Desc Cat
David Remington, Cat Distri
James Richardson, CRS D
Anne Ritchings, CRS C
Judith Schmidt, Desc Cat
Virginia Schoepf, DC
Susan Tarr, CRS D
Jeanne Temple, LL Eur
William Underdue, Bind
Pam Van Ee, Am Rev
Sue Vita, Desc Cat
Eugene Walton, Libn
Eugene Weathers, E&G
Shirley Whetstone, Photodup
Clay Wilson, S&R

Serials

Chairman: Joseph W. Price, Ser Rec

Task Force Liaison: Norman J. Shaffer

Members:

George Atiyeh, Orien
Jane Collins, Sci
Ann Gardner, GR&B
Rita Harrison, LL
Ed Kapusciarz, Cop Cat
Jennifer V. Magnus, Ord
Judith Matheny, Ser Rec
Emma G. Montgomery, Res
Mary E. Sauer, Ser Rec
Mike Shelley, CRS L
Donald Wisdom, Ser
Donald Woolery, Sel Off

Services to Congress

Chairman: Helen W. Dalrymple, CRS D

Task Force Liaison: Edward Knight and Liz Stroup

Members:

Peter Bridge, E&G
Susan Finsen, CRS L
Pat Harrison, Cop Reg
Paul Heffron, Mss
Jane Lindley, GR&B
Adoreen McCormick, ALC
Nancy Mitchell, Inf
Robert Nay, LL AB
Charlene Woody, ISO

Services to Libraries

Chairman: Lucia J. Rather

Members:

David Carrington, G&M
Paul Edlund, Proc
Prentiss Gillespie, Preserv
Marlene McGuirl, LL AB
Josephine Pulsifer, MARC Dev
David Remington, Subj Cat
Jacquelyn Ricketts, Cop Cat
James Riley, FLC
Christopher Wright, Libn
Ellen Zabel, DBPH
Robert Zich, GR&B

The Staff as Users

Chairman: Winston Tabb, CRS C

Task Force Liaison: Liz Stroup

Members:

Charles Brookes, LL AB
Milton Collins, Ser Rec
Catherine M. Croy, Adm
Kay Elsasser, Subj Cat
Veronica M. Gillespie, P&P
Katherine F. Gould, Ser
Beth Jenkins-Joffe, GR&B
Margrit Krewson, Loan
Arthur Lieb, Subj Cat
Victor Marton, Cop Ref
James McClung, Inf
Laverne Mullin, LL PS

The User Survey

Chairman: Robert Zich, GR&B

Task Force Liaison: John Y. Cole and Liz Stroup

Members:

Rey Aguirre, GR&B
Nancy Benco, Inf
Dan Burney, Rare Bk
Jane Collins, Sci
Georgette Dorn, LAPS
Walter Gallagher, ISO
Katherine Gould, Ser
Louis Jacob, Orien
Beth Jenkins-Joffe, GR&B
Everett Johnson, E&G
Hylda Kamisar, DBPH
Jerry Kearns, P&P
David Kraus, Slav D
Jane Lindley, GR&B
Judy McDermott, DC
Marlene McGuirl, LL AB
Waldo Moore, Cop Ref
Jon Newsom, Mus
William Sartain, S&R
Pat Sheehan, P&P
Ivan Sipkov, LL Eur
Carolyn Sung, Mss
Winston Tabb, CRS C
Melissa Trevvett, Loan
Howard Walker, Loan
John Wolter, G&M

APPENDIX I

LIBRARIAN'S TASK FORCE ON GOALS, ORGANIZATION, AND PLANNING

A Report Covering the Period January 16-February 11, 1976

by John Y. Cole, Chairman

On January 16, Librarian of Congress Daniel J. Boorstin announced the creation of a staff Task Force on Goals, Organization, and Planning to advise him "in a full-scale review of the Library and its activities." He stated that, with his guidance, the Task Force would seek counsel and solicit ideas from the Library's staff and draw on the advice and suggestions of outside advisory groups chosen to represent the Library's constituencies. Biographies of the Task Force chairman, John Y. Cole, and members appeared in the February 13 issue of the LC *Information Bulletin*, pp. 96-98. Mr. Cole's office and Task Force headquarters are in Room 310 in the Main Building; he will be assisted by Janet Chase, who also will provide administrative assistance to the other Task Force members.

The first Task Force meeting took place on January 28. Dr. Boorstin explained why he felt a comprehensive review of the Library and its activities was needed, noting that the last full-scale review took place between the years 1939-1944, during the administration of Librarian of Congress Archibald MacLeish. At that time, the Library had a book collection of approximately 6 million volumes, an annual appropriation of approximately $4 million, and a staff of 1,100. Since then the size of the book collection has trebled, the annual appropriation has increased to over $116 million, and the staff has grown to more than 4,600.

Dr. Boorstin explained that a primary purpose of the Task Force review is to "loosen up imaginations" and to take a fresh look at the Library and its role in American society. He expressed his hope that the Task Force would recommend changes and new policies that contradicted the well-known motto "never do anything for the first time." He emphasized that another purpose of the review was to increase the staff's sense of participation in the greatness of the Library, to improve the working environment, and to make service in the Library a more enriching experience. He stated: "We must do all in our power to insure that a career in the Library of Congress will be not merely a career of service, but also a career of self-fulfillment." The Librarian pointed out that because the Task Force's review would take approximately one year, he would not await the completion of the study for urgently needed changes and obviously overdue innovations. These changes would not, however, in any way prejudge the outcome of the Task Force's deliberations; what is changed once can be changed again, if necessary. Finally, he outlined the major questions to be considered by the Task Force:

(1) How well are we serving Congress? How can we better serve the Congress?

(2) How well are we serving other Government agencies? How should we be serving them?

(3) How well are we serving the nation's libraries? How (within our legal mandate) can we better serve the nation's public libraries, special libraries, research libraries, and other educational institutions?

(4) Are our collections as widely and as fully used as they ought to be, by scholars, scientists, historians, lawyers, social scientists, poets, composers, and members of the business community?

(5) How have new technological resources increased our opportunities for service to traditional constituencies and opened avenues of service to new constituencies?

(6) How has new technology shaped our opportunities and our duty to preserve a full record of American civilization in our time?

(7) As the quantity of informational and cultural materials increases, what can we do that we are not now doing to keep the citizen from being overwhelmed by quantity, and to guide the reader and the viewer through the thickening wilderness of printed and graphic matter?

(8) In a period of change in technology and in the legal protection of authors and artists, what can the Library of Congress and its Copyright Office do "to promote the progress of science and the useful arts"?

(9) In the midst of rapidly changing technology, what can the Library do to preserve and enrich the tradition of the book?

(10) In a world where many governments censor and restrict publication and inhibit free expression, are we doing everything necessary and appropriate to keep knowledge and information freely flowing into our Library from everywhere?

Deputy Librarian William J. Welsh expanded on the

IR004500

Librarian's remarks and challenged the Task Force to explore all aspects of the Library's operations. He also reemphasized the importance of involving the entire staff in the review.

Mr. Cole outlined the procedures which the Task Force will follow in carrying out its review. He pointed out that the deadline for its preliminary report is September 1 and that its final report is due not later than January 15, 1977. He described previous reviews of the Library's functions and activities, and how these reviews related to present efforts. The Task Force will obtain ideas from various advisory groups representing constituencies outside the Library. Advisory group members will be brought to Washington to see the Library and meet with the Librarian and the Task Force. The tentative list of advisory groups includes libraries, publishers, the media, arts and humanities, business and social sciences, science and technology, specially disadvantaged, and the international community. Mr. Cole invited comments and suggestions. One recommendation was that the field of law be added as a distinct group.

Mr. Cole outlined six basic areas for Task Force consideration: service to users; collection development, which includes acquisitions, bibliographical control and preservation; the cultural role of the library, which includes topics such as publications, exhibits, visitor services, and external relations; management, planning and organizational development; personnel and staff development; and goals and objectives. He asked Task Force members to indicate those areas in which they had the greatest interest, explaining that subcommittees, or working groups would be formed to study each topic. The Task Force will meet once a week for general discussions and to listen to reports from the various subcommittee chairmen. The staff of the Library will assist the Task Force through its suggestions and by participating in the various Task Force studies. The Task Force chairman will coordinate the work of the subcommittees with the contributions of the Library's staff and the contributions of the outside advisory groups. Finally, he asked Task Force members to encourage the staff to send their ideas and suggestions to the Task Force.

The second Task Force meeting took place on January 30. Task Force members discussed several improvements in the Library's services that could be made almost immediately. The Librarian and Mr. Welsh welcomed these and other similar suggestions and discussed their relationship to the Task Force's long-term recommendations. Mr. Welsh also reminded Task Force members that they had been selected not to represent their respective departments or a particular constituency, but instead as knowledgeable, imaginative persons who could view the Library as a whole. One purpose of the Task Force effort is to break down the barriers that currently exist between Library departments.

A lengthy discussion followed about communication problems in the Library and ways in which the Task Force could communicate with the staff. Several immediate steps were agreed on, including meetings in the Coolidge Auditorium, suggestion boxes, announcements and reports in the LC *Information Bulletin*, and posters. Dr. Boorstin explained that it was very important that the Task Force be aggressive in "reaching out" to the staff, that it should not just sit back and wait for suggestions.

The third Task Force meeting was held on February 6. Mr. Cole began the meeting by reporting on the publicity that was under way regarding the Task Force and its activities. He then announced the names of the chairmen of the Task Force subcommittees or working groups: service to users, Elizabeth F. Stroup, assisted by Norman J. Shaffer; collection development, Robert D. Stevens; the cultural role of the library, Alan Fern; and personnel and staff development, Glen A. Zimmerman. He explained that formal consideration of the two remaining topics, management, planning, and organizational development, and goals and objectives, would be delayed until part of the Task Force's work in the other areas had been completed.

Mr. Cole explained why he felt it was important for the Task Force to begin its review with an examination of the Library's services to its users, and he outlined the Library's various constituencies and some of the special problems the Library encounters in serving each group. He then introduced Robert Zich of the Public Reference Section, General Reference and Bibliography Division, and asked Mr. Zich to outline, for the benefit of the Librarian, Mr. Welsh, and the Task Force members, some of the service problems in the Main Reading Room. Mr. Zich also described several reader surveys that had taken place recently in the Main Reading Room. The Task Force agreed to undertake a survey of all aspects of reader service at the Library of Congress. Reference and research service by mail, by telephone, and in person will be considered and all departments will be included. The survey will be coordinated by Miss Stroup, chairman of the working group on service to users; she will be assisted by Mr. Shaffer and by Mr. Zich. Staff members throughout the Library will also assist. Most of the survey is expected to be complete by the end of April.

APPENDIX I

LIBRARIAN'S TASK FORCE ON GOALS, ORGANIZATION, AND PLANNING

A Report Covering the Period February 12-March 3, 1976

by John Y. Cole, Chairman

Seated around the conference table in the Task Force office (clockwise, starting far left) are Robert D. Stevens, Edward Knight, Norman Shaffer, Glen Zimmerman, Tao-Tai Hsia, Elizabeth Stroup, John Y. Cole, Lucia Rather, Beverly Gray, Lawrence Robinson, and Alan M. Fern.

The Task Force meeting on February 12 dealt primarily with procedural matters concerning publicity for the Task Force effort and plans for the user survey. Mr. Cole explained that the work of the Task Force and its advisory groups would be supported by background documents issued by the Task Force office and by the various studies of Library operations that have taken place during the past decade. The departments have been asked to forward all studies relevant to the Task Force's review.

Librarian of Congress Daniel J. Boorstin introduced Task Force members and discussed the Task Force's review at two meetings held for the Library of Congress staff in the Coolidge Auditorium on February 17 and 19. In his presentation, the Librarian emphasized the need for suggestions from everyone and encouraged staff members to send their ideas about improving the Library directly to the Task Force. In his remarks, the Task Force chairman announced that an "open house" would be held daily from 3:30 to 4:30 p.m. in the Task Force office at which any staff member could present his suggestions in person.

Most of the Task Force meeting on February 20 was devoted to a discussion of the reassignment of Library personnel being announced on that day (see the February 27 issue of the LC *Information Bulletin*, p. 123) and the relation of these changes to the work of the Task Force. Dr. Boorstin explained that he and the Deputy Librarian felt that these particular reassignments were urgently needed to strengthen the Library and improve its services; that they should be viewed as personnel changes that in no way foreclosed or anticipated any recommendations the Task Force might make regarding the functions or organization of the Library; and that the changes indicated the flexibility, openness, and willingness to experiment that would characterize efforts to make the Library of Congress a more effective and responsive institution.

On February 25, the Task Force chairman met with the officers and division chiefs of the Congressional Research Service to discuss the Task Force and its review. Most of the discussion centered on relationships between CRS and the other departments of the Library.

At the Task Force meeting on February 26, Mr. Cole announced that Lawrence S. Robinson would replace Glen A. Zimmerman as chairman of the Task Force's subcommittee on personnel and staff development. For the present, the Task Force chairman, rather than Alan Fern, will serve as chairman of the subcommittee on the cultural role of the Library.

The chairman reported that several dozen suggestions had been received from the Library's staff and that the pace was quickening. The suggestions cover a wide variety of topics, ranging from ideas about flexitime and part-time employment to suggestions about weeding the collections and improving the quality of reference service at all levels.

On February 26, several Task Force members met with the Reference Round Table to discuss ways in which the round table could aid the Task Force. The Task Force agreed to consider the round table's earlier reports as recommendations; new subcommittees were formed to assist the Task Force in studying problems relating to bibliographic access, area studies, the cultural role of the Library, documents, automation and reference services, and internal reference services to staff.

On February 27, the Task Force subcommittee on collection development held the first in a series of briefings about the Library's acquisitions and collection development activities. The second was held on March 2, as was a discussion on the subject of area studies. Such sessions, held in the Task Force office, involve staff members from throughout the Library and are open to all interested staff members. Meetings will be held on a variety of topics that are under Task Force consideration. Information about scheduled briefings and discussions is available from the Task Force office, ext. 6234.

On March 3, the Task Force chairman made presentations about the Task Force and its work to the officers and division chiefs of the Copyright Office and to the officers, division chiefs, and assistant chiefs of the Processing Department.

APPENDIX

LIBRARIAN'S TASK FORCE ON GOALS, ORGANIZATION, AND PLANNING

A Report Covering the Period March 4-31, 1976

by John Y. Cole, Chairman

Most of the Task Force's work during March focused on administrative matters, especially the development of procedures and the organization of subcommittees. Twenty subcommittee meetings were held during the month; the Task Force itself met on March 4, 11, 18, and 24. Time was also devoted to briefings about the Task Force and its effort. Such briefings were given to the following organizational units: Law Library officers, chiefs, and assistant chiefs, March 12 and 26; Reference Department officers, chiefs, and assistant chiefs, March 12; Copyright Office staff, March 12, and the Cataloging Distribution Service staff, March 17. On March 22, the Task Force chairman met with Alphonse F. Trezza, executive director of the National Commission on Libraries and Information Science. The Task Force held a special meeting on March 31 with John G. Lorenz, former Deputy Librarian and the executive director-designate of the Association of Research Libraries.

On March 17, the Task Force sent a letter to every staff member soliciting ideas about the Library and the ways in which it can be improved. Employees were invited to send their ideas directly to the Task Force or to use any of the 12 Task Force suggestion boxes which have been placed in the various Library buildings. It was explained that the Task Force hopes to receive most of the suggestions and proposals from the Library staff by July 1. By the end of March, over 170 memos or letters containing suggestions had been received. Suggestions cover a wide range of topics, including personnel and staff development, organizational changes, the improvement of reference and research services, staff facilities, relations between the Library and other institutions, and the improvement of communication within the Library.

As of March 31, 12 subcommittees were functioning and the creation of several others was underway. The subcommittees have been established to help the Task Force gather data and formulate recommendations concerning specific aspects of the Library's operations. Every subcommittee has 10 to 12 members and at least one representative from each Library department. All the meetings are open; a schedule is posted on Library bulletin boards and outside the Task Force office. The subcommittees will present the Task Force with data, recommendations, and outlines of alternative courses of action. All reports are due by July 15, when most of the subcommittees will be abolished.

The subcommittees and their chairmen are: Services to Congress, Helen Dalrymple; Services to Libraries, Lucia Rather; Direct Services to Individuals, Robert Zich; Services to the Staff, Winston Tabb; Loan and Photoduplication Services, Norman Shaffer; Automation and Reference Services, John W. Kimball; Area Studies, Beverly Gray; The Cultural Role of the Library, Dorothy L. Pollet; Serials, Joseph W. Price; The Bibliographic Role of the Library, John R. Hébert; Bibliographic Access, Suzy Platt; and Documents, Beverly Gray. Subcommittees also are being established to study aspects of the following subjects: personnel and staff development; acquisitions; preservation; specialized research roles; and the impact of the copyright revision law. Suggestions should be directed to the subcommittees through the suggestion boxes or by contacting the Task Force office, Room 310, ext. 6234.

The Library-wide survey of user services, sponsored and directed by the Task Force, will commence on April 3 and end on May 7. Each reader using a Library reading room will be asked to complete a ques-

Locations of Suggestion Boxes

Main Building	Outside Room 310 Snack bar Cafeteria
Annex Building	Snack Bar Cellar Elevator Lobby
Massachusetts Avenue Annex	Snack Bar
Taylor Street Annex	Lunch Room
Pickett Street Annex	By Bulletin Board
Navy Yard Buildings, 159 and 159E	By Bulletin Board
Crystal Mall Annex	Fifth Floor Hall Third Floor Hall

tionnaire and deposit it at a table just outside the entrance. Developed after much testing and extensive consultation with specialists (both in polling techniques and in the work of the various divisions), the questionnaire will be tabulated partially by hand and partially by computer. The results should provide the Task Force with a rich supply of useful facts and ideas.

[Editor's note: The Task Force report published in the February 20 issue of the LC *Information Bulletin* quoted excerpts from a statement made by Librarian of Congress Daniel J. Boorstin regarding his review of the Library and the role of the Task Force. The full text of that statement follows.]

My first duty as twelfth Librarian of Congress is to review the present state of the Library.

(I) *Why we need a review*

A third of a century has passed since the Library last undertook a full-scale, comprehensive review. These decades have been full of momentous change. The activity of government and the reach of legislation have extended beyond precedent. Our nation has suffered the pangs of adjustment after a World War and has been involved in two other wars. In vast territories of the world the free flow of information is obstructed.

We have lived through a technological revolution more intimate and more pervasive than any before. The airplane has displaced the railroad and the steamship for transcontinental and transoceanic travel. Photography, motion pictures, and sound reproduction have been newly elaborated. Television has entered our living rooms and incited new uses for the radio, newspapers, and magazines. Novel forms of book production and reproduction—microform, xerography, and near-print—have multiplied. The disintegration of paper, once only a threat, has become an immediate menace. The computer has suddenly revealed a whole new science and technology for storing and retrieving information. The pace of scientific progress and of accumulating knowledge has quickened. Space exploration has given a new perspective to our maps and to our ways of seeing our nation's place on our planet.

No part of the Library of Congress has been untouched by these transformations. Today hundreds of our staff are engaged in activities never imagined a half-century ago. The traditional activities of our Library—acquisitions, cataloging, helping the nation's libraries, and communicating information to the Congress—have also been reshaped.

At the same time, the size of our Library has multiplied. When Librarian Archibald MacLeish initiated the last full-scale review 35 years ago, the Library had a book collection of some 6 million volumes, an annual budget of about $4 million, and a staff of 1,100. Today our book collection has at least trebled and we have added whole new types of materials. Our annual budget is $116 million and our staff numbers 4,600.

During these decades the Library of Congress has been given a vast range of new statutory responsibilities. Our direct services to the Congress—the primary duties of our Library—have been enlarged, made more subtle, and more complex by the Legislative Reorganization Act of 1946, and by the Act of 1970 which reshaped the Legislative Reference Service into the present Congressional Research Service. Our legal mandate to serve the blind and physically handicapped has been widened. Our obligations under the Copyright law (now and in prospect) are enormously enlarged. Our Congressionally authorized assistance to the nation's libraries and to the world of scholarship and of science has been extended, increased, and modernized. Meanwhile, funds provided by generous citizens for the Library of Congress Trust Fund have offered new opportunities to serve literature, music, and the graphic arts.

Plainly the time has come for a review. The arrival of a new Librarian and the near completion of the Madison Building make such a study especially appropriate now.

(II) *The nature and scope of the review*

Therefore I am now commencing a major review of the Library's goals, organization, and planning. This will require close consultation with the Congress, will draw on the suggestions of our staff, and will reach outside for the constructive criticism and imaginative suggestions of all our constituencies. After full study and careful reflection, our conclusions will, I hope, produce a more effective and efficient Library of Congress, better adapted to the needs of the Congress and the nation as we enter our third century. Meanwhile, however, I will not await the completion of the study for urgently needed changes and obviously overdue innovations.

The review will be wide-ranging, free, and imaginative. It will start from our primary duty to serve the Congress. It will take account of those changes in technology, in the nation and in the world, which affect our usefulness to the Congress and our effectiveness as a national library.

To accomplish our purpose we must increase the sense of our staff's participation in the greatness of our Library. We must improve the working environment in order to make service in the Library a more enriching experience. We must do all in our power to insure that a career in the Library of Congress will be not merely a career of service, but also a career of self-fulfillment.

It is also urgent that we keep in close touch with our constituencies. The Congress first of all. But our other constituencies as well. The review will open new channels of communication between our Library and all our constituencies and help us keep these channels open and free-flowing.

Among the questions which I suggest are the following:

(1) How well are we serving Congress? How can we better serve the Congress?

(2) How well are we serving other Government agencies? How should we be serving them?

(3) How well are we serving the nation's libraries? How (within our legal mandate) can we better serve the nation's public libraries, special libraries, research libraries, and other educational institutions?

(4) Are our collections as widely and as fully used as they ought to be, by scholars, scientists, historians, lawyers, social scientists, poets, composers, performers, and members of the business community? How can improved administration, the addition of private and foundation resources, and more widely diffused information about our resources increase our usefulness to creative persons? How can we more effectively encourage research and creativity in the interest of the Congress and the nation?

(5) How have new technological resources increased our opportunities for service to traditional constituencies and opened avenues of service to new constituencies? What can we do that we are not now doing to serve the blind and physically handicapped, to improve the nation's capacity to read and to help instill the habit of reading? How can we better serve the media?

(6) How has new technology shaped our opportunities and our duty to preserve a full record of American civilization in our time?

(7) As the quantity of informational and cultural materials increases, what can we do that we are not now doing to keep the citizen from being overwhelmed by quantity, and to guide the reader and the viewer through the thickening wilderness of printed and graphic matter?

(8) In a period of change in technology and in the legal protection of authors and artists, what can the Library of Congress and its Copyright Office do "to promote the progress of science and the useful arts"?

(9) In the midst of rapidly changing technology, what can the Library do to preserve and enrich the tradition of the Book?

(10) In a world where many governments censor and restrict publication and inhibit free expression, are we doing everything necessary and appropriate to keep knowledge and information freely flowing into our Library from everywhere? Are we doing well all that we can to provide the Congress and the nation with a fully stocked free marketplace of the nation's and the world's knowledge and ideas? What can we do to make our collections more speedily available?

These are only a few of the questions which we should consider in our review.

(III) *How we shall proceed*

To advise me in my review of the Library, on January 16, I appointed a staff Task Force on Goals, Organization, and Planning. The Task Force chairman is John Y. Cole; its members are Alan M. Fern, Beverly Gray, Tao-Tai Hsia, Edward Knight, Lucia J. Rather, Lawrence S. Robinson, Norman J. Shaffer, Robert D. Stevens, Elizabeth F. Stroup, and Glen A. Zimmerman. With my guidance, the Task Force will seek counsel and solicit ideas from the Library's staff and will draw on the advice and suggestions of a number of outside groups chosen to represent the Library's constituencies. The Task Force office is Room 310 in the Main Building. I have asked the Task Force to submit a preliminary report not later than September 1, 1976, and its final report not later than January 15, 1977, when the Task Force and its advisory groups will be dissolved.

I will work closely with the Task Force and the Task Force advisory groups. We want and need the ideas and suggestions of the whole staff. An essential part of the job of the Task Force will be to encourage and insure this participation.

Our Library, with the generous support and the enlightened guidance of the Congress, has flourished during a century and three quarters. To establish a Congressional library as a nation's library was itself a bold and democratic New World innovation. Today, in this great Library, we are the heirs of two complementary traditions: the Tradition of Tradition and the Tradition of Change. If, as I confidently expect, we suggest in the review we now undertake, we can set an example of democratic vitality—of how we can draw on the full resources of our past to meet the surprising and exacting demands of the future.

ISSN 0041-7904 *Key title:* Library of Congress information bulletin

APPENDIX

THE LIBRARIAN'S TASK FORCE ON GOALS, ORGANIZATION, AND PLANNING

A Report Covering the Period April 1-May 13, 1976

by John Y. Cole, Chairman

Highlights of Task Force activity during this period included the start of the user survey, the preparation and distribution of the first interim report, and the organization of several of the outside advisory groups. Over 60 subcommittee meetings were held, and the Task Force itself met on April 1, 8, and 15, and on May 6 and 13. The Librarian attended the May 13 meeting in order to discuss the Task Force's first interim report. Dr. Boorstin also emphasized that the personnel changes announced on May 10, like those announced on February 20, in no way "forceclosed or anticipated" any changes that the Task Force might recommend.

The Task Force completed its general orientations for Library officials and staff, meeting with the Catalog Publication Division at the Massachusetts Ave. Annex on April 5, with the Division for the Blind and Physically Handicapped at the Taylor St. Annex on April 9, and with the Geography and Map Division at the Pickett St. Annex on April 14. The Library's staff continued to send its suggestions for improving the Library and its services directly to the Task Force. By mid-May, over 280 memos had been received.

The Task Force is developing its final recommendations for the Librarian according to this timetable:

January 1976 The Task Force is established.

February-April Orientation meetings with officials and staff of all departments, including visits to all buildings off Capitol Hill.

March Each member of the staff is invited to submit suggestions directly to the Task Force.

April The first interim report is submitted to The Librarian by the Task Force.

April-May The Library-wide user survey is conducted.

April-June Suggestions are solicited from organizations and individuals outside the Library.

May-November The outside advisory groups meet and prepare recommendations.

July 1 Deadline for suggestions from staff members.

July 15 Deadline for subcommittee reports and recommendations; most of the subcommittees are abolished.

August 15 Deadline for suggestions from organizations and individuals outside the Library.

September The second interim report is submitted to the Librarian.

September-October Additional subcommittees are established as needed.

September-December Final recommendations are developed through discussions with Library officials and staff and with the outside advisory groups.

January 1977 The final report is submitted to the Librarian and the Task Force is abolished.

The period from January-July is the information-gathering stage of the Task Force effort. Data is being accumulated from studies made prior to 1976, from suggestions of individual staff members, from the user survey, and from the work of the subcommittees. The Task Force's final recommendations will be developed from July-December in conjunction with meetings with the outside advisory groups and with Library officials and staff. During this period, the Task Force will receive additional ideas from organizations and individuals outside the Library. The final report, to be submitted to the Librarian in January 1977, will include recommendations regarding the Library's goals and objectives, the legislative, national, and international roles of the Library, services to users, collection development, the cultural role of the Library, personnel and staff, and management and organization development. Supporting data will be included, along with a plan for implementing the recommendations.

Two subcommittees were organized and began meeting in mid-April. Kim Dobbs and Louis Mortimer are co-chairmen of a large subcommittee which is studying problems relating to training and career development. Don Curran, The Assistant Librarian, is chairman of a special group meeting under the auspices of the Task Force to study the organization of automated systems in the Library; other members are Henriette Avram, Charles A. Goodrum, L. Clark Hamilton, William R. Nugent, and the Task Force chairman. The Task Force now has 14 subcommittees. (See the April 9 issue of the LC *Information Bulletin* for a list of the other subcommittees and their chairmen.)

On April 28 the Task Force submitted its first interim report to The Librarian. The report forwarded a number of staff suggestions with recommendations for their immediate implementation; many other suggestions were forwarded for comment and reaction from the appropriate Library officials. In general, the items sent forward concerned internal administrative matters that required immediate attention; the items retained for Task Force study concerned major organizational questions and Library-wide goals and functions.

The April 30 issue of the LC *Information Bulletin* carried an announcement inviting librarians everywhere to send their ideas for improving the services of the Library of Congress to the Task Force. As stated in the announcement, ideas on all topics are welcome and should be submitted by August 15.

The Librarian convened the first meeting of the advisory group for publishing on May 3 at the annual meeting of the Association of American Publishers, held in Boca Raton, Fla. Dan Lacy, senior vice-president of McGraw-Hill, Inc., is chairman of the group.

The Task Force user survey is nearing completion. It has been planned and executed by approximately 70 volunteers from the Library's staff, all working under the general direction of Robert Zich. The survey has six parts: general readers, telephone reference, reference correspondence, loan service, photoduplication service, and union catalog reference.

The major portion of the general reader survey was completed on Sunday, May 2. During the four-week period approximately 4,500 questionnaires were distributed to readers; about 3,200 were completed and returned. Questionnaires were given to readers in all of the Library's reading rooms, but almost half of them went to persons using the Main Reading Room. The results are being tabulated by computer and will be ready by the end of the month. A comprehensive report on this phase of the survey, including an analysis of written comments from readers, will be submitted to the Task Force in mid-June.

The telephone reference survey started in late April and will be completed on May 19. Approximately 500 patrons will be queried regarding reference service that they received by telephone from the Library. Final reports on the telephone reference, reference correspondence, loan service, and union catalog reference surveys will be submitted by July 1; the report on the photoduplication survey is expected a week later.

Nearly 2,200 questionnaires were distributed between April 19 and May 7 as part of the reference correspondence survey. The cutoff date for receipt of questionnaires is May 28; it is projected that 1,400 questionnaires will be returned. Computer tabulation should be completed by June 15.

The loan service survey is in three parts: Government borrowers, other borrowers, and interlibrary loan workload. On April 26, a total of 177 questionnaires were mailed to Government libraries in the Washington area; on April 28 and 29, questionnaires were mailed to over 800 other interlibrary loan users, including over 100 foreign institutions. Finally, an analysis has begun of a sample of 1,100 interlibrary loan requests from 1975. Attention is being focused on the place and publication date of the item requested, its subject and language, reasons why unfilled requests were not filled, and the amount of time taken to fill a request.

The union catalog reference survey is using 400 questionnaires that were mailed in late 1975. Approximately 75 percent of those questionnaires have been returned and are being analyzed.

The photoduplication survey has just begun. Questionnaires are being distributed to a random sample of 700 of the Photoduplication Service's mail patrons and to 50 walk-in customers. The cutoff date for replies is June 9.

In addition to the final reports for each survey, a conspectus covering the entire user survey will be submitted by July 15.

ISSN 0041-7904 *Key title:* Library of Congress information bulletin

APPENDIX

THE LIBRARIAN'S TASK FORCE ON GOALS, ORGANIZATION, AND PLANNING

A Report Covering the Period May 14-June 30, 1976

by John Y. Cole, Chairman

Members of the Task Force Advisory Group from the News Media discuss services to Congress with staff members from the Congressional Research Service (left to right): Norman Beckman, acting director of CRS; James Reston of the New York Times; *Margaret Whitlock, coordinator of reader services, CRS; and Richard Stewart, the* Boston Globe.

With the July 15 deadline for subcommittee reports on the horizon, subcommittee activity accelerated during this period. The 14 Task Force subcommittees held a total of over 100 meetings; the newly formed subcommittee on personnel, training, and career development was especially active. The subcommittees are acquiring information about their particular areas of concern in several ways, including surveys of the Library's staff, interviews with Library officials, reviews of studies completed prior to the establishment of the Task Force, and consideration of the proposals being sent directly to the Task Force. By the end of June, approximately 375 such proposals had been received.

The Task Force chairman briefed a number of Library officials and staff groups about Task Force activities. In April, he offered to talk to representatives of each recognized labor organization in the Library; on May 3, a briefing was held for officers of the American Federation of State, County and Municipal Employees, Local 2910, and on June 10, a discussion was held with representatives of the Congressional Research Employees Association. On June 16, the Task Force chairman brought members of the Librarian's executive session up to date on Task Force activities and agreed to send everyone present abstracts of all suggestions received by the Task Force. He also invited all department directors to meet with

Constance Carter, head of the Reference Section, Science and Technology Division, demonstrates computerized information retrieval facilities to members of the advisory group, including (left to right) Joan Richman of CBS News, Jerold TerHorst of the Detroit News, *and David Schoumacher of WMAL-TV, Washington, D.C.*

the Task Force during the next two months and emphasized that the Task Force would be meeting frequently with department directors and division chiefs between July and December as it developed its final recommendations. The Task Force itself met on June 17; the Task Force chairman met with all subcommittee chairmen on June 24.

Suggestions for improving the organization and services of the Library of Congress are being solicited from many sources outside the Library, including individual users, professional organizations, and special advisory groups. In late June, letters were sent to 60 professional organizations asking for recommendations for improving the Library's services.

Eight advisory groups representing the Library's various constituencies have been established; each has seven to ten members. Each group will meet at least twice during the year at the Library; the meetings are supported by funds granted by several foundations for this purpose. The advisory groups, the dates of their first meetings at the Library, and their chairmen are:

Media, June 14-15, David Schoumacher, WMAL-TV, Washington, D.C.;

Libraries, July 6-7, Robert Wedgeworth, executive director, American Library Association;

Humanities, July 15-16, Jaroslav Pelikan, dean of the Yale University Graduate School;

Publishers, July 27-28, Dan Lacy, senior vice president, McGraw-Hill, Inc.;

Law, August 16-17, Phil Neal, University of Chicago Law School;

Arts and Letters, August 19-20 or 26-27, Patrick Hayes, Washington Performing Arts Society;

Science and Technology, August 23-24, Gerard Piel, publisher, *Scientific American;* and

Social Sciences, September 9-10, W. Allen Wallis, chancellor, the University of Rochester.

The first meeting of the media advisory group, held on June 14-15, was basically an orientation to the Library and its services. The second meeting of the group, to be held in late fall, will be a business meeting at which the advisory group will develop ideas and recommendations for the improvement of the services of the Library. In addition to the general discussions about the Library and its activities, the advisory group visited the Science Reading Room, the Manuscript Division, the Processing Department, the Prints and Photographs Division, the Preservation Office, and the Congressional Research Service. The group also received briefings about the activities of the Information and Media Services Office and the literary and musical programs of the Library. Present at the meeting were David Schoumacher, WMAL-TV, Washington, D.C., chairman; Ed Guthman, *Los Angeles Times-Mirror;* Edward P. Morgan, news commentator; James B. Reston, *New York Times;* Joan Richman, CBS Sports Department; Jerold TerHorst, *Detroit News;* and Richard Stewart, *Boston Globe.* Other members of the advisory group were not able to attend this meeting but will be visiting the Library this summer for tours and briefings.

Donald Leavitt, acting chief of the Music Division (far right), shows a Beethoven manuscript to members of the advisory group (left to right)–Joan Richman, David Schoumacher, Ed Guthman of the Los Angeles Times, *and Richard Stewart (back to camera).*

ISSN 0041-7904 *Key title:* Library of Congress information bulletin

APPENDIX I

THE LIBRARIAN'S TASK FORCE ON GOALS, ORGANIZATION, AND PLANNING

A Report Covering the Period July 1-26, 1976

by John Y. Cole

In July the Task Force began a series of meetings with Library of Congress department directors and other top administrators. The purpose of these sessions is to provide Task Force members with current information about the Library's operations and to bring Library officials up to date regarding the Task Force and its review. The Task Force also is seeking suggestions from the administrators.

On July 1, a meeting was held with Norman Beckman, acting director of the Congressional Research Service (CRS), and Charles A. Goodrum, chief, Office of Assignment and Reference Coordination. Members of the Task Force subcommittee on services to Congress also attended this briefing. The principal topics of discussion were improving Library-wide services to Congress, relations between CRS and the other departments, and the legislative and national functions of the Library of Congress—including its place in the legislative branch of government. The latter topic also was discussed at length on July 8 when the Task Force met with Barbara Ringer, Register of Copyrights. The Register and Task Force members also discussed the copyright revision bill and its implications for the Library, special problems caused by the physical separation of the Copyright Office from other departments, and ways through which communications within the Library might be improved.

On July 8, the Task Force chairman met with staff members of the House Commission on Information and Facilities of the Joint Committee on Government Operations. The next day, the Task Force, along with members of its subcommittee on services to libraries, met with James P. Riley, executive director of the Federal Library Committee (FLC) and chairman, U.S. National Libraries Task Force. The principal topics discussed were the relationship between the FLC and the Library of Congress, cooperative arrangements between the three national libraries, and the FLC experiment in the use of an on-line cataloging system.

Eight outside advisory panels have been established to contribute ideas and suggest ways of improving the Library's services. The groups represent the following constituencies: the media, libraries, the humanities, publishers, law, science and technology, the arts, and the social sciences. Each advisory group will submit its recommendations to The Librarian by the end of the year.

The advisory group on libraries held its first session

Advisory group members and Library staff meeting together are (left to right) Ethel Crockett, Librarian Daniel J. Boorstin, Task Force Chairman John Cole, Orientalia Division Chief Warren G. Tsuneishi, Robert Wedgeworth, and Harry T. Hookway.

Charles G. LaHood, chief of the Library's Photoduplication Service, shows newspapers collected for preservation microfilming to (left to right) Harry T. Hookway, Ethel S. Crockett, Warren J. Haas, and Nils Y. Wessell.

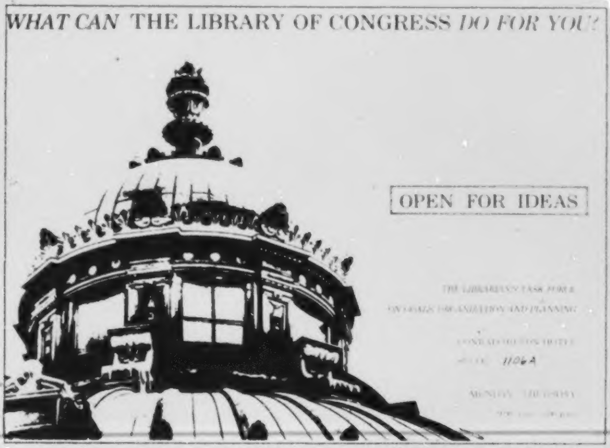
on July 6-7, The meeting, primarily an orientation to the Library and its activities, included discussions with the Librarian and briefings about loan services, the Processing Department and its services, and network development It also included tours of the preservation and restoration laboratories, the Photoduplication Service, and the Congressional Research Service. Present at the meeting were Robert Wedgeworth, executive director, American Library Association, chairman; Dorothy Blake, coordinator of planning for media resources and utilization, Atlanta Public Schools; Lillian M. Bradshaw, director, Dallas Public Library; Ethel S. Crockett, state librarian, California State Library; Louise Giles, dean of learning resources, Macomb County Community College, Warren, Mich.; Warren J. Haas, vice president for information services and university librarian, Columbia University; Doralyn J. Hickey, director of library science, University of Wisconsin at Milwaukee; Harry T. Hookway, deputy chairman and chief executive, The Britisn Library; Frederick Kilgour, executive director, Ohio College Library Center; F. William Summers, dean, College of Librarianship, University of South Carolina; Miriam H. Tees, librarian, The Royal Bank of Canada, Montreal; and Nils Y. Wessell, president, Alfred P. Sloan Foundation.

The humanities advisory group met at the Library on July 14-15. Included in its orientation were discussions with the Librarian and tours of the Library of

Brenda Wessner, Congressional Research Service, demonstrates the use of one of the Library's CRT terminals for Frederick Kilgour of the advisory group as John Cole looks on.

John Cole escorts members of the humanities advisory group through the Library of Congress Building—(left to right) Mr. Cole, J. Glenn Gray, Morton Bloomfield, Assistant Librarian for Public Education James Parton, and Donald W. Treadgold.

Congress Building (emphasizing its architecture and decoration), several reading rooms, and the Processing Department. The group also received briefings about the activities of the Research Department, the Library's publications, literary, and musical programs, and its international role. Present at the meeting were Jaroslav Pelikan, dean, Yale University Graduate School, chairman; Morton Bloomfield, Department of English and American Literature and Language, Harvard University; Joel Colton, The Rockefeller Foundation; J. William Fulbright, legal counsel to the firm of Hogan and Hartson; J. Glenn Gray, Department of Philosophy, Colorado College; Neil Harris, director, National Humanities Institute; Sherman E. Lee, director, Cleveland Museum of Art; and Donald W. Treadgold, Department of History, University of Washington.


WHAT CAN THE LIBRARY OF CONGRESS *DO FOR YOU?*
OPEN FOR IDEAS
1106A

Task Force representatives solicited ideas from librarians at the Centennial Conference of the American Library Association, held July 18-26 in Chicago, Ill. The poster at left was displayed in Chicago.

Photographs in this appendix were taken by Christopher Wright of the Task Force Office.

APPENDIX I

THE LIBRARIAN'S TASK FORCE ON GOALS, ORGANIZATION, AND PLANNING

A Report Covering the Period July 27-August 17, 1976

by John Y. Cole, Chairman

The month of July was the deadline for suggestions from individual staff members. Since March, the Library of Congress staff has sent the Task Force over 400 separate proposals for improving the Library and its services. Many of these ideas have been forwarded to the appropriate Library office for comment or action; many others are being considered by the Task Force as it prepares its final recommendations. The Task Force continues to receive proposals, comments, and occasional complaints concerning the Library of Congress from libraries around the country. The ideas for improving the Library's services are being discussed by the Task Force and its subcommittee on services to libraries; complaints are forwarded to the proper office for an immediate response.

July was also the deadline for most of the subcommittee reports. Earlier this year the Task Force established 14 subcommittees to gather data and make recommendations to the Task Force about specific aspects of the Library's operations. The groups were concerned with the following topics: area studies, automation and reference services, bibliographic access, the bibliographic role of the Library, collection development, the cultural role of the Library, documents, loan and photoduplication services, personnel and staff development, serials, services to Congress, services to libraries, services to the staff, and the user survey.

It should be emphasized that the subcommittee reports, which are available for consultation in the Task Force office, contain **recommendations** to the Task Force. Between now and the end of the year, the Task Force will be discussing many of these recommendations with Library officials and staff members.

Each subcommittee is abolished when its report is submitted. The Task Force is grateful to the subcommittee members for their hard work and to the supervisors of subcommittee members for supporting the Task Force effort. Reports from seven of the subcommittees are described below; the others will be described in the next report.

The report on the LC user survey, including its appendixes, is a 400-page document. The survey was coordinated by Robert Zich, General Reference and Bibliography Division, who was assisted by seven survey managers and several dozen volunteers. The sections of the report and the persons responsible for each portion were reading rooms and study facilities, Robert Zich; reference correspondence, Jane Ann Lindley; telephone use, Judy C. McDermott; interlibrary loan, Melissa D. Trevvett; National Union Catalog Reference Service, Reynaldo Aguirre; Law Library, Marlene McGuirl; and Photoduplication Service, Everett Johnson. Other subcommittee members were Nancy Benco, Information and Media Services Office; Dan Burney, Rare Book and Special Collections Division; Walter Gallagher, Information Systems Office; Katherine Gould, Serial Division; Louis Jacob, Orientalia Division; Beth Jenkins-Joffe, General Reference and Bibliography Division; Hylda Kamisar, Division for the Blind and Physically Handicapped; Jerry Kearns, Prints and Photographs Division; Ivan Sipkov, Law Library; Carolyn Sung, Manuscript Division; Winston Tabb, Congressional Research Service; Howard Walker, Loan Division; and John Wolter, Geography and Map Division. The Task Force chairman and Liz Stroup, Task Force member, served as Task Force liaison.

The 70-page indexed report of the subcommittee on the cultural role of the Library has six sections: a summary prepared by Dottie Pollet, subcommittee coordinator, and reports from five subject teams. The summary outlines the 117 recommendations made by the subcommittee. The subject teams and their coordinators were exhibits, Sandra Shaffer Tinkham; media programs, Fred Mohr; academic programs, Rubens Medina; public relations, Susan Aramayo; and live presentations, Donna Scheeder. Other subcommittee members were Lewis Flacks, Copyright Office; Marvin Kranz, General Reference and Bibliography Division; Maria Laqueur, National Union Catalog Publication Project; Jerry Maddox, Prints and Photographs Division; Gerald Parsons, Music Division; Carolyn Sung, Manuscript Division; Jean Tucker, Information and Media Services Office; and Michael Walsh, Descriptive Cataloging Division. The Task Force chairman and Alan Fern, Task Force member, served as liaison for the Task Force.

The area studies subcommittee was chaired by Task Force member Beverly Gray. The subcommittee report deals with the following aspects of area studies at the Library of Congress: organization, relationships within the Library, acquisitions, external relations, control of resources (publications, application of computers, custody and preservation), and staffing. Members of the subcommittee were Georgette Dorn, Latin American, Portuguese, and Spanish Division; John R. Hébert, Latin American, Portuguese, and Spanish Division; Paul L. Horecky, Slavic and Central European Division; Tao-Tai Hsia, Law Library; Louis A. Jacob, Orientalia Division; Zuhair E. Jwaideh, Law Library; Mary Ellis Kahler, Latin American, Portuguese, and Spanish Division; David H. Kraus, Slavic and Central European Division; David Littlefield, Subject Cataloging Division; Edward MacConomy, General Reference and Bibliography Division; Marlene C. McGuirl, Law Library; Rubens Medina, Law Library; Renata Shaw, Prints and Photographs Division; Ivan Sipkov, Law Library; Robert D. Stevens, Copyright Office; Warren M. Tsuneishi, Orientalia Division; and Julian W. Witherell, General Reference and Bibliography Division.

Chairman of the subcommittee on serials was Joseph W. Price, chief of the Serial Record Division. Norman J. Shaffer served as Task Force liaison. The subcommittee report, entitled "Serials Management in the Library of Congress," contains a 40-page analysis of problems, trends, and recommendations and 120 pages of appendixes. Subcommittee members were George Atiyeh, Orientalia Division; Jane Collins, Science and Technology Division; Ann Gardner, General Reference and Bibliography Division; Rita Harrison, Law Library; Ed Kapusciarz, Copyright Office; Jennifer V. Magnus, Order Division; Judith Matheny, Serial Record Division; Emma G. Montgomery, Research Department; Mary E. Sauer, Serial Record Division; Mike Shelley, Congressional Research Service; Donald Wisdom, Serial Division; and Donald Woolery, Selection Office. The subcommittee was assisted by David Malone and David Yingling of American University and by Anne B. Carpenter and Kenneth A. Collins, staff assistants in the Serial Record Division.

The subcommittee on services to the staff, chaired by Winston Tabb, Congressional Research Service, divided its recommendations into the following categories: process information file, official and main catalogs, shelflist, Loan Division and central charge file, Serial Record reference, copyright reference, Stack and Reader Division, training, *Library of Congress Information Bulletin,* reference collections, and reading rooms. Subcommittee members were Charles Brookes, Law Library; Milton Collins, Serial Record Division; Catherine M. Croy, Administrative Department; Kay Elsasser, Subject Cataloging Division; Veronica M. Gillespie, Prints and Photographs Division; Katherine F. Gould, Serial Division; Beth Jenkins-Joffe, General Reference and Bibliography Division; Margrit Krewson, Loan Division; Arthur Lieb, Office of the Librarian; Victor Marton, Copyright Office; James McClung, Information and Media Services Office; and Laverne Mullin, Law Library.

John C. Broderick, chief of the Library's Manuscript Division, discusses his division's resources in a meeting with Carol Nemeyer, Simon Michael Bessie, and other members of the publishers advisory group to the Task Force.

Donald G. Etherington, training specialist in the Library's Restoration Office, explains restoration methods to Townsend Hoopes, Robert Asleson, Charles Scribner, Dan M. Lacy, Kenneth McCormick, and Carol Nemeyer.

Photographs in this appendix were taken by Chris Wright of the Task Force office.

Task Force liaison was Liz Stroup.

The subcommittee on bibliographic access, chaired by Suzy Platt, Congressional Research Service, interviewed over 50 staff members as part of its deliberations. The subcommittee report is divided into the following sections: special collections, the main catalog, communication, access to series, on-line catalog, cataloging, descriptive cataloging, and subject cataloging. Subcommittee members were Elisabeth Betz, Prints and Photographs Division; Susan Biebel, Technical Processes Research Office; Janet Hill, Geography and Map Division; Jeanne M. Jagelski, Law Library; David Littlefield, Subject Cataloging Division; John Panko, Subject Cataloging Division; Lynn Pedigo, General Reference and Bibliography Division; Jim Roberts, Copyright Office; William J. Sittig, Research Department; Daisy Tagge, Descriptive Cataloging Division; and Melissa Trevvett, Loan Division. Task Force liaison was Lucia J. Rather.

Robert D. Stevens, a Task Force member, chaired the subcommittee on collection development. Principal topics addressed in the subcommittee report include acquisitions, recommending, exchange and gift programs, availability of resources, custody, collection maintenance, and preservation. Subcommittee members were Beverly Gray, General Reference and Bibliography Division; Tao-Tai Hsia, Law Library; Lawrence S. Robinson, Preservation Microfilming Office; Renata Shaw, Prints and Photographs Division; and Mike Shelley, Congressional Research Service.

The Task Force continued its series of meetings with department directors. On July 30, the group met with Edmond L. Applebaum, director of the Administrative Department. Principal topics of discussion included the organization and functions of the department, the budget process, and the Library's automation programs. The Librarian joined the Task Force for this meeting and for the session with Law Librarian Carleton Kenyon, held on August 6. Discussion at this meeting centered on the types of research and reference work performed by the Law Library, and questions concerning the relationships between the Law Library and the other departments. On August 12, the Task Force met with F. E. Croxton, director of the Department of Reader Services. The Deputy Librarian also attended this briefing. Mr. Croxton outlined the activities of the department and then discussed his ideas on research and the proper role of the Library of Congress. Other topics included the planning function, collection development, and service to government libraries.

On July 29, the Task Force chairman and Christopher Wright of the Task Force office met with Hope E. A. Clement, director of the research and planning branch, National Library of Canada, and Jean Higginson, senior planning officer, to discuss the operations of the Task Force and its advisory groups.

The publishers advisory group held their first meeting at the Library on July 27 and 28. The group met with the Librarian and with Library officials from several departments. Included in its schedule was an extensive discussion of the Library's publishing and information programs, a computer terminal demonstration, and tours of the Congressional Research Service, the Processing Department, the Manuscript Division, the preservation and restoration laboratories, and the Library of Congress printing plant. Present at the meeting were Dan M. Lacy, senior vice president, McGraw-Hill, Inc., chairman; Robert Asleson, president, R. R. Bowker Co.; Simon Michael Bessie, president, Harper & Row; Townsend Hoopes, president, Association of American Publishers; Chester Kerr, director, Yale University Press; Kenneth McCormick, senior consulting editor, Doubleday & Co.; Carol Nemeyer, staff director for general publishing, Association of American Publishers; and Charles Scribner, president, Charles Scribner's Sons.

The law advisory group met at the Library on August 16 and 17. In addition to discussions with the Librarian and an introductory program concerned with reference and research services throughout the Library, the group saw a computer terminal demonstration and toured the Congressional Research Service, the Law Library, the Processing Department, and the preservation laboratory. Present at the meeting were Phil Neal, professor, University of Chicago Law School, chairman; Morris L. Cohen, librarian, Harvard Law School; Lawrence M. Friedman, professor, Stanford Law School; Marian G. Gallagher, law librarian and professor of law, University of Washington; William J. Kenney, Criminal Division, U.S. Department of Justice; Judge Harold Leventhal, U.S. Court of Appeals for the District of Columbia Circuit; Sidney S. Sachs, chairman of the American Bar Association committee on the facilities of the Law Library of Congress; and Edwin M. Zimmerman, Covington & Burling, Washington, D.C.

APPENDIX I

THE LIBRARIAN'S TASK FORCE ON GOALS, ORGANIZATION, AND PLANNING

A Report Covering the Period August 18-September 15, 1976

by John Y. Cole, Chairman

On August 19, the Task Force met with Alan Fern, director of the Research Department, to discuss the organization and functions of the department. Principal topics included the split of the former Reference Department into the Research and the Reader Services Departments, processing work carried out by the Research Department, gift and trust funds, specialized bibliographies and collection guides, and various ways by which the collections might be made more useful to scholars. The Librarian joined the Task Force for this meeting.

The science and technology advisory group held its first session at the Library on August 23-24. The panel discussed the Library and its programs with The Librarian and officials from the Congressional Research Service and the Reader Services, Research, and Administrative Departments. Included in its schedule were visits to the Science and Technology Division, the Science Policy Research Division, the Manuscript Division, and the preservation and restoration laboratories. Present at the meeting were Gerard Piel, publisher, *Scientific American*, chairman; Charles Eames, designer, Venice, Calif.; George Gerbner, professor, Annenberg School of Communications, University of Pennsylvania; Donald Kennedy, professor, Department of Biology, Stanford University; John R. Pierce, professor, California Institute of Technology; Derek J. de Solla Price, Avalon professor of the history of science, Department of History of Science and Medicine, Yale University; and Cornelius Smit, assistant director, Infonet BV, Amsterdam, The Netherlands.

The arts advisory group met at the Library on August 26-27. The panel met with The Librarian and other officials on several occasions to discuss relationships between the Library of Congress and the arts. They also visited the Music Division, the Prints and Photographs Division, the Motion Picture Section, the Manuscript Division, and the preservation and restoration laboratories and saw a computer terminal demonstration. Present at the meeting were Patrick Hayes, managing director, Washington Performing Arts Society, chairman; June Arey, The Rockefeller Foundation; Frank Campbell, chief, Music Division, New York Public Library; Jack Delano, artist and photographer, Rio Piedras, Puerto Rico; Robert Hayden, Consultant in Poetry, Library of Congress; Joseph Kerman, professor, Department of Music, University of California at Berkeley; Alan Kriegsman, dance critic, *Washington Post;* George London, singer and conductor; Warren M. Robbins, director, Museum of African Art, Washington, D.C.; William B. Walker, librarian, Fine Arts and Portrait Gallery, Smithsonian Institution; and Tom Willis, music critic, *Chicago Tribune.*

The Task Force met with members of the user sur-

Jerald C. Maddox, Prints and Photographs Division, shows samples from the Library's poster collections to members of the arts advisory group to the Task Force (left to right), Jack Delano, Patrick Hayes, and Warren M. Robbins.

Photographs in this appendix were taken by Chris Wright of the Task Force office.

vey subcommittee on September 1 to discuss the survey and assess its results. Principal topics included the not-on-shelf rate, reader statistics, reading room service, user orientation programs, reference policies, lending policies, and the use of the Library by undergraduates.

On September 8, two members of the humanities advisory group, Victor Brombert, professor of comparative literature at Princeton University, and Bernard M. W. Knox, director, Institute for Hellenic Studies, visited the Library. Neither had been able to attend the first meeting of the humanities group held on July 14-15. The visitors met with The Librarian and were shown around the Library by the Task Force chairman and Christopher Wright of the Task Force office.

The first cycle of meetings with the eight outside advisory groups was completed with the visit of the social sciences panel on September 9-10. In addition to discussions with The Librarian and other officials, the group toured the Processing Department and visited the Manuscript Division, the preservation and restoration laboratories, and the Education and Public Welfare Division of the Congressional Research Service. They also saw a computer terminal demonstration and several of the specialized reading rooms. Present at the meeting were W. Allen Wallis, chancellor, University of Rochester, chairman; Bernard Berelson, Population Research Council; Edward E. Booher, director, National Enquiry into Scholarly Communication; Hugh F. Cline, consultant, Educational Testing Service; Stanley L. Engerman, professor, Department of Economics, University of Rochester; David Goslin, executive director, Assembly of Behavioral and Social Sciences, National Academy of Sciences; Peter de Janosi, Division of Education and Research, The Ford Foundation; George Lowy, chief, Social Science Center, Columbia University Library; Dorothy Ross, professor, Department of History, Princeton University; and Eleanor B. Sheldon, president, Social Sciences Research Council.

The subcommittee on training and career development, with 45 members, was the largest of the 14 Task Force subcommittees. Louis R. Mortimer, Congressional Research Service, and Kimberly W. Dobbs, Law Library, were subcommittee chairmen; Lawrence R. Robinson served as Task Force liaison.

Six subgroups were formed to study specific topics: career development, communications, counseling and guidance, intern programs and apprenticeships, staff orientation, and supervisory training and development.

Kathleen Christensen, Catalog Publication Division, and Jack McDonald, Loan Division, were cochairmen of the career development subgroup; Keith Bebo and Janet Schachter of the Training Office served as advisors. Recommendations from this subgroup concern career planning, training, automation and manpower planning, supervisory and non-supervisory selection, and career development related programs. Subgroup members were Edith Belmear, Serial Record Division; Sylvia Cook, Cataloging Distribution Service; Fay Diggs, Cataloging Distribution Service; Linda Fox, Copyright Office; Gerald Greenwood, Position Classification and Organization Office; David Harris, Shared Cataloging Division; Pat Hines, Catalog Management Division; Georgia Joyner, Congressional Research Service; Lucinda Leonard, MARC Development Office; Robyn Levine, Congressional Research Service; Hugh McNeil, Cataloging Distribution Service; Joe Nelson, Congressional Research Service;

Grouped around Constance Carter, Science and Technology Division, who is demonstrating the use of one of the Library's terminals, are members of the science advisory group to the Task Force (clockwise): Derek J. de Solla Price (back to camera), Gerard Piel, John R. Pierce (far left), Charles Eames, George Gerbner, and Donald Kennedy.

Robert L. Chartrand and Charles S. Sheldon, both of the Congressional Research Service Science Policy Research Division (far left), meet with science advisory group members Gerard Piel, George Gerbner, and Charles Eames.

Pat Pasqual, Descriptive Cataloging Division; Anne Ritchings, Congressional Research Service; Eugene Weathers, Exchange and Gift Division; and Clay Wilson, Stack and Reader Division.

Chairman of the counseling and guidance subgroup was Jeanne Temple of the Law Library; members were Phillipa Butler, Preservation Microfilming Office; Tom Miller, Congressional Research Service; and Frank Seidlinger, Catalog Publication Division. The group submitted recommendations concerning a professional guidance staff, continuing education for staff members, career and retirement counseling, and a survey of government guidance programs.

Bud Hardison, Recruitment and Placement Office, chaired the subgroup on staff communication. With members Catherine Croy, Administrative Department; Ruthann Ovenshire, Congressional Research Service; James Richardson, Congressional Research Service; and Susan Vita, Cataloging in Publication Program, the subgroup suggested methods to improve communications within the Library and made specific recommendations regarding in-house newsletters, staff meetings, channels of communications to outlying annexes, communications courtesies, dissemination of information throughout the Library, new employee orientation, and identifying channels of communication.

Art Lieb, Office of The Librarian, headed the subgroup that studied the Library's intern and apprenticeship programs. Members were Beverly Brannan, Prints and Photographs Division; Catherine Croy, Administrative Department; Rhoda Newman, Congressional Research Service; Judith Schmidt, Descriptive Cataloging Division; and Eugene Walton, Management Policy Office. Recommendations presented by the group deal with the Library's current Intern and Professional Orientation Programs and proposed recruitment, professional development, management development, and apprenticeship programs.

William H. Underdue, Binding Office, chaired the subgroup on staff orientation; members were Elizabeth Carl, Subject Cataloging Division; Joyce Holmes, General Reference and Bibliography Division; Peter Lu, Order Division; Virginia Schoepf, MARC Development Office; and Susan Tarr, Congressional Research Service. The new employee orientation process was the focus of recommendations made by the group, as were information programs for Library of Congress staff.

The subgroup on supervisory training, chaired by Mary Ann Ferrarese, Subject Cataloging Division, polled over 200 staff members as part of its deliberations. Members were Robert Ennis, Congressional Research Service; Jay Hadlock, Congressional Research Service; David Remington, Cataloging Distribution Service; Patricia Van Ee, American Revolution Bicentennial Office; and Shirley Whetstone, Photoduplication Service. The group identified problem areas related to supervision and made recommendations regarding supervisory needs, advisory committees, comparative studies of other government programs, supervisor training, and career counseling.

Norman J. Shaffer, a Task Force member, chaired the subcommittee on loan and photoduplication services. Members were Larry Boyer, Law Library; Beverly Brannan, Prints and Photographs Division; Everett Johnson, Exchange and Gift Division; Thomas Nichols, Copyright Office; Robert Schaaf, General Reference and Bibliography Division; Suanne Thamm, Loan Division; Melissa Trevvett, Loan Division; Warren Tsuneishi, Orientalia Division; Howard Walker, Loan Division; Margaret Whitlock, Congres-

170

sional Research Service; and Robert Zich, General Reference and Bibliography Division.

The subcommittee report is divided into four principal sections: recommended international and national roles for the Library of Congress; organizational considerations and recommendations pro and con; recommendations on loan policy changes and adjustments; and recommendations on various matters concerning the operations of the Loan Division, Photoduplication Service, and the National Union Catalog Reference Section. Appendixes to the report include relevant Library of Congress regulations, certain memoranda sent to the Task Force concerning loan policies, individual statements by subcommittee members, and analyses of the loan and photoduplication sections of the user survey conducted by the Task Force, and an analysis of the Photoduplication Service mail survey conducted in February 1975.

Beverly Gray, a Task Force member, chaired the subcommittee on documents. Members were Georgette Dorn Latin American, Portuguese, and Spanish Division; John R. Hébert, Latin American, Portuguese, and Spanish Division; Paul L. Horecky, Slavic and Central European Division; Tao-Tai Hsia, Law Library; Louis A. Jacob, Orientalia Division; Zuhair E. Jwaideh, Law Library; Mary Ellis Kahler, Latin American, Portuguese, and Spanish Division; David H. Kraus, Slavic and Central European Division; David Littlefield, Shared Cataloging Division; Edward MacConomy, General Reference and Bibliography Division; Marlene C. McGuirl, Law Library; Rubens Medina, Law Library; Renata Shaw, Prints and Photographs Division; Ivan Sipkov, Law Library; Robert Stevens, Copyright Office; Warren Tsuneishi, Orientalia Division; and Julian W. Witherell, African Section.

The report is divided into five sections: building comprehensive collections, improving service on government publications, preservation, organizational considerations, and general recommendations. Appendixes include a minority report submitted by a subcommittee member and working papers submitted to the subcommittee and the Task Force.

Members of the arts advisory group take a tour of the Music Division stacks (left to right): George London, Joseph Kerman, June Arey, Jon W. Newsom of the Music Division staff, Alan Kriegsman (back to camera), and William B. Walker.

APPENDIX

THE LIBRARIAN'S TASK FORCE ON GOALS, ORGANIZATION, AND PLANNING
A Report Covering the Period September 16-October 20, 1976
by John Y. Cole, Chairman

On September 16, the Task Force met with Joseph H. Howard, director of the Processing Department, to discuss the functions and major activities of the department. Principal topics included cooperative efforts such as CONSER and COMARC, the expansion of the MARC data base, the closing (or "freezing") of the card catalog and its implications, cataloging activities of the Processing Department and the Copyright Office, and the international role of the Library of Congress. The Librarian joined the Task Force for this meeting.

On September 17, the Task Force met with Frazer Poole, director of the National Preservation and Restoration Program, to discuss the Library's plans for the national program. The group also toured the preservation and restoration laboratories.

The libraries advisory group held its second meeting at the Library on September 20-21. The panel members discussed several working papers that had been distributed prior to the meeting. Topics included bibliographic services of the Library of Congress, special information services of the Library, delivery systems of the Library, liaison between the Library of Congress and the library community, the type and variety of media handled by the Library, the role of the Library of Congress in a national bibliographic system, the need for a research and development office, the planning function, and the cultural and educational role of the Library. Paul L. Berry, head of the Library Environment Resources Office, briefed advisory group members about plans for the Library of Congress James Madison Memorial Building. On September 21, the visitors attended the dedication ceremonies for the Library of Congress Thomas Jefferson Building. Present at the session were Robert Wedgeworth, executive director, American Library Association, chairman; Dorothy Blake, coordinator of planning for media resources and utilization, Atlanta Public Schools; Lillian M. Bradshaw, director, Dallas Public Library; Ethel S. Crockett, state librarian, California State Library; Louise Giles, dean of learning resources, Macomb County Community College, Warren, Mich.; Warren J. Haas, vice president for information services and university librarian, Columbia University; Doralyn J. Hickey, dean of the school of library science, University of Wisconsin at Milwaukee; Frederick Kilgour, executive director, Ohio College Library Center, Columbus, Ohio; Richard J. Rademacher, librarian, Wichita Public Library; F. William Summers, dean, College of Librarianship, University of South Carolina; and Miriam H. Tees, librarian, The Royal Bank of Canada, Montreal.

On September 21, Joan Richman of the CBS News Department, a member of the media advisory group, visited the Library for a briefing about the Congressional Research Service. Her host was Charles A. Goodrum.

The Task Force met on September 23 to review its progress and discuss its procedures for the next four months. Mr. Cole explained that there would not be a second interim report. Instead, the Task Force would concentrate on producing its final report and recommendations not later than January 31, 1977. Furthermore, no new subcommittees would be formed. He also announced that Nancy Mitchell had joined the Task Force staff as the administrative assistant and that Robert Zich of the General Reference and Bibliography Division has been detailed to the Task Force. Mr. Zich will assist the Task Force chairman in analyzing and correlating the suggestions received from Library staff members, the Task Force subcommittees, the outside advisory groups, and libraries and organizations throughout the country.

The Task Force subcommittee reports, which contain recommendations to the Task Force, have been distributed to department directors and other administrative officials for comment. The chairman will be responsible for keeping these officials informed about major proposals being considered by the Task Force.

The nature of the final report was discussed. The Task Force chairman emphasized that the report will be, essentially, a planning document. It will contain specific recommendations concerning the Library's organizations, functions, and activities; it also will include, as appendixes, the subcommittee and advisory group reports plus other documentation that will be useful in future years.

On September 29, the Task Force met to discuss issues raised by the report of the subcommittee on training and staff development, along with related topics. As part of the discussion, Glen A. Zimmerman, director of personnel and a Task Force member, briefed the group about recent developments in the Personnel Office.

The humanities advisory group returned to the Library on September 30-October 1 for its final meeting. The group was briefed by William Matheson, chief of the Rare Book and Special Collections Division, and toured the preservation and restoration laboratories. They also met with Paul L. Berry to discuss plans for the Library of Congress James Madison Memorial Building. Discussions focused on working papers that had been prepared in advance of the meeting by individual panel members. Topics included facilities for scholars at the Library of Congress, specialized bibliographies and indexes, the international role of the Library, the acquisition of retrospective research materials, cooperation and decentralization of scholarly resources, and a proposal for the development of a national translation center at the Library. Present at the meeting were Jaroslav Pelikan, dean, Yale University Graduate School, chairman; Morton Bloomfield, professor, Department of English and American Literature and Language, Harvard University; Victor Brombert, professor, Department of Comparative Literature, Princeton University; Joel Colton, director of the humanities program, The Rockefeller Foundation; J. Glenn Gray, professor, Department of Philosophy, Colorado College; Neil Harris, director, The National Humanities Institute at the University of Chicago; Bernard M. W. Knox, director, Center for Hellenic Studies, Washington, D.C.; and Donald W. Treadgold, professor, Department of History, University of Washington.

On October 7 and 12, the Task Force met to discuss the acquisitions, recommending, selection, and preservation activities of the Library. The discussion was based on an outline compiled from staff suggestions and other documents, including the report of the subcommittee on collection development.

Frank Campbell, a member of the arts advisory group, visited the Library on October 7-8 for discussions with staff members from the Music Division and the MARC Development Office.

On October 19, the Task Force met to discuss the subject of bibliographic access to the Library's collections. The discussion was based on an outline compiled from staff suggestions, ideas submitted to the Task Force from outside the Library, and the report of the subcommittee on bibliographic access.

SUBCOMMITTEE REPORTS

Task Force member Beverly Gray chaired the subcommittee on documents. Members were George Caldwell, General Reference and Bibliography Division; Nathan Einhorn, Exchange and Gift Division; Agnes Ferruso, Exchange and Gift Division; Richard Korman, Serial Division; Alma Mather, Exchange and Gift Division; Floris McReynolds, Congressional Reference Division; Eugene Nabors, American-British Law Division; Robert Nay, American-British Law Division; Robert Schaaf, General Reference and Bibliography Division; Maurvene Williams, Library Services Division; and Donald Wisdom, Serial Division. [Subcommittee members were incorrectly identified in Appendix I to the September 24 issue of the LC *Information Bulletin*, p. 598.]

The subcommittee report is divided into five sections: building comprehensive collections, improving service on government publications, preservation, organizational considerations, and general recommendations. Appendixes include a minority report submitted by a subcommittee member and working papers submitted to the subcommittee and the Task Force.

The subcommittee on the bibliographic role of the Library was jointly chaired by Ronald Gephart, General Reference and Bibliography Division, and John Hébert, Latin American, Portuguese, and Spanish Division. Mr. Cole and Tao-Tai Hsia, Task Force member, served as liaison for the Task Force. Subcommittee members were Pat Bernard, Catalog Publication Division; Constance Carter, Science and Technology Division; David Eastridge, Copyright Cataloging Division; Evelyn Eiwen, Publications Office; Ruth Freitag, General Reference and Bibliography Division; Ann Hallstein, Processing Department Office; Edward MacConomy, General Reference and Bibliography Division; Armins Rusis, European Law Division; Richard Stephenson, Geography and Map Division; and Julian Witherell, African Section.

The subcommittee presented a report in five sections: (1) bibliographic activity at LC, 1960-75, (2) future bibliographic needs and roles, (3) factors hindering bibliographic compilation and publication, (4) recent attempts to revitalize LC's bibliographic program, and (5) major recommendations. These recommendations deal with the administrative needs of the Library of Congress publications program, future bibliographic projects, distribution of Library of Congress bibliographic information, automation and bibliographies, and the funding, sales, and promotion of LC publications. The second volume of the report contains 400 pages of supportive material.

Automation and reference services in the Library was the topic considered by the subcommittee chaired by John Kimball, General Reference and Bibliography Division. Mr. Cole served as Task Force liaison. Subcommittee members were Jane Collins, Science and Technology Division; Nancy Davenport, Library Services Division; Jim Godwin, MARC Development Office; John Kaldahl, Congressional Research Service; Mary Lewin, Information Systems Office; Marlene McGuirl, American-British Law Division; Bill Poole, Copyright Services Division; Barbara Walsh, General Reference and Bibliography Division; and John Wolter, Geography and Map Division. Nine areas of concern were identified by the subcommittee and recommendations were made in each of these areas: administration of a Library-wide automation program, interdepartmental coordination of new automation projects, inventory of ongoing and projected automation projects, planning and on-line catalog, the Library's use of outside on-line data bases, outside access to LC-created data bases, use of terminals by the public, training users and monitoring the use of data bases, and identifying departmental responsibilities for automation activities.

The report also discusses various proposals for the reorganization of automation activities in the Library and analyzes various proposals concerning automation and reference service that have been submitted to the Task Force. Included among the four appendixes are an inventory of current automation projects in the Library and minutes of the 28 subcommittee meetings.

The subcommittee on services to libraries was chaired by Task Force member Lucia Rather. Its members were David Carrington, Geography and Map Division; Paul Edlund, Processing Department Office; Prentiss Gillespie, Preservation Office; Ellen Zabel Hahn, Division for the Blind and Physically Handicapped; Marlene McGuirl, American-British Law Division; Josephine Pulsifer, MARC Development Office; David Remington, Cataloging Distribution Service; Jacquelyn Ricketts, Copyright Cataloging Division; Christopher Wright, Task Force Office; and Robert Zich, General Reference and Bibliography Division.

Recommendations were made by the group in the following areas: development and use of data bases, interlibrary loan, a national periodical center, a national reference service, a national referral center for multiple disciplines, coverage of specialized subject areas and forms of material, establishment of standards, research in preservation, and the acquisition of foreign materials. General areas of concern included the establishment of a systematic outreach program, publicity for Library of Congress services to libraries, and the need for the Library to make its products available at a price within the financial reach of all libraries. Included as an appendix is a list of special projects relating to law and legal collections that the Library might consider undertaking.

ISSN 0041-7904 *Key title:* Library of Congress information bulletin

APPENDIX I

THE LIBRARIAN'S TASK FORCE ON GOALS, ORGANIZATION, AND PLANNING

A Report Covering the Period October 21-November 22, 1976

by John Y. Cole, Chairman

On October 21 the Task Force met to continue its discussion concerning bibliographic access to the Library's collections. The discussion, which emphasized the various uses of Library of Congress cataloging data, was based on an outline compiled from staff recommendations, ideas suggested by advisory groups, and the reports of the subcommittees on bibliographic access and services to staff.

The bibliographic role of the Library of Congress was discussed by the Task Force at its meeting on October 26. The discussion was based on an outline compiled from suggestions from the staff, ideas received from the advisory groups, and the reports of the subcommittees on the bibliographic role of the Library, area studies, and the cultural role of the Library.

On October 28 the Task Force met to consider the Library's loan and photoduplication services. The discussion was based on an outline compiled from staff suggestions, the user survey, and the reports of the subcommittees on loan and photoduplication services and services to staff. The recommendations of the National Commission on Libraries and Information Science also were discussed.

Charles Eames, a member of the science and technology advisory group visited the Library on October 28. Mr. Eames met with the Librarian and the Task Force chairman. He also toured the Prints and Photographs Division and the Photoduplication Service, where his hosts were Jerald Maddox and Norman J. Shaffer, respectively.

On November 2 the Task Force discussed the subjects of documents and serials in the Library. The discussion was based on an outline compiled from staff suggestions, and the reports of the subcommittees on documents, serials management, services of staff, and area studies.

Ted Perry, director of the motion picture department, Museum of Modern Art, and a member of the arts advisory group, visited the Library on November 3. He toured the Motion Picture Section, the Music Division, and met with several Library officials.

The arts advisory group held its final session at the Library on November 3-4. An evening meeting was held on November 3 and the discussion was continued the next day. Topics included the proper role of the Library of Congress as a creative force in American society, the programming of the Library's cultural events and the proper relationship of those events to the Library's collections and activities, acquisitions policies, access to the Library's specialized research collections and the need to make those collections better known, the cataloging of unique materials, the need for specialists in fields not now adequately covered, especially dance and theater, relationships with professional societies, relationships with other cultural institutions such as the Kennedy Center, the National Gallery, the Museum of Modern Art, the special cultural role that the Library of Congress plays in the Washington, D.C., community, and specific subjects such as the videotaping of performances and program notes for the Library's concerts. The Librarian and several staff members from the Research Department joined the group for its discussions. Present at the meeting were Patrick Hayes, managing director, Washington Performing Arts Society, chairman; June Arey, The Rockefeller Foundation; Frank Campbell, chief, Music Division, New York Public Library; Jack Delano, artist and photographer, Rio Piedras, Puerto Rico; Joseph Kerman, professor, Department of Music, University of California at Berkeley; Fisher Nesmith, consultant to the Museum of African Art, Washington, D.C.; Ted Perry; Charles Rosen, Department of Music, State University of New York at Stony Brook; and William B. Walker, librarian, National Collection of Fine Arts and National Portrait Gallery Library, Smithsonian Institution. On November 4 the arts group joined The Librarian and other staff members at a luncheon that also honored Nicolas Barker of the British Library, who delivered the first Engelhard lecture on the book that evening.

Messrs. Campbell, Delano, and Rosen spent November 5 at the Library, visiting various divisions of the Reader Services and Research Departments.

The Task Force met on November 5 to discuss the cultural role of the Library. Topics included the coordination of cultural events and programs, the exhibits and publications programs, publicity and communications, and the creation of an outstanding graphics and sign system throughout all the buildings of the Library. The discussion was based on staff suggestions, the report of the subcommittee on the cultural role of the Library and ideas received from the advisory groups and other Library officials. As part of the discussion, Mr. Cole described, in general terms, Dr. Boorstin's concept of the future role of the Library of Congress Building, as well as his concept of the entire Library as an encyclopedia.

Jaroslav Pelikan, dean of the Yale Graduate School and chairman of the humanities advisory group, visited the Library on November 9. He met with Dr. Boorstin, Task Force Chairman John Cole, and with Christopher Wright and Robert Zich of the Task Force staff.

On November 11 the Task Force met to discuss the services offered by the Library of Congress to other libraries. The report of the subcommittee on services to libraries, which was chaired by Task Force member Lucia Rather, served as the basis for the discussion. Suggestions received from librarians around the country and certain ideas advanced by the advisory group on libraries and the National Commission on Libraries and Information Science were also discussed.

The social sciences advisory group returned to the Library on November 12 for its final session. Principal topics of discussion included the relationship of the Library of Congress to the social sciences community, advisory boards for various Library of Congress activities, the need for the Library to make itself and its resources more visible, subject headings in the social sciences, the acquisition of material in the social sciences, particularly raw research data and unpublished research reports, orientation programs and improved facilities for visiting scholars, the availability of CRS research reports and data bases to a wider audience, research methods and techniques within CRS, the creation of a research and development office within the Library, and the Library of Congress and its activities as a subject of social science research. Present were W. Allen Wallis, chancellor, University of Rochester, chairman; Bernard Berelson, Population Research Council, New York, N.Y.; Hugh F. Cline, consultant, Educational Testing Service, Princeton, N.J.; Stanley Engerman, professor, Department of Economics, University of Rochester; David Goslin, executive director, Assembly of Behavioral and Social Sciences, National Academy of Sciences; Peter de Janosi, Division of Education and Research, The Ford Foundation; George Lowy, chief, Social Science Center, Columbia University; and Dorothy Ross, professor, Department of History, Princeton University.

Robert Asleson, president of R. R. Bowker Co. and a member of the publishers advisory group, visited the Library on November 12 to discuss the Library's preservation program with Frazer Poole, assistant director for preservation, Administrative Department. Messrs. Asleson and Poole joined the social sciences advisory group and several members of the Library staff at a luncheon meeting.

The Task Force met on November 15 to discuss the general reference and research services offered by the Library of Congress. The discussion was based on an outline compiled from staff suggestions, the user survey, the reports of the subcommittees on the cultural role of the Library, area studies, and automation and reference services, and the 1974 reports of the Library's reference roundtable.

The law advisory group held its final session at the Library on November 15-16. An evening meeting was held on November 15 and the discussions were continued the next day. Topics included the services offered by the Library of Congress to Congress, legal scholars, lawyers, and law students, relationships between the law and social sciences, particularly in terms of library service, the law collections of the Library of Congress, especially foreign law, services offered by the Library of Congress to law libraries and other libraries, the relationship of the Library of Congress to the Supreme Court, Federal agencies, and other institutions, acquisition and processing of legal materials, the development of class K (law), relationships between the American Law Division of the Congressional Research Service and the Law Library, and the relationship of the Law Library to other Library of Congress units and activities. Present were Phil Neal, professor, University of Chicago Law School, chairman; Morris L. Cohen, librarian, Harvard Law School; Jack Ellenberger, librarian, Covington & Burling, Washington, D.C., and president of the Association of Law Librarians; Marian G. Gallagher, law librarian and professor of law, University of Washington; William J. Kenney, Criminal Division, U.S. Department of Justice; Judge Harold Leventhal, U.S. Court of Appeals for the District of Columbia Circuit; and Sidney S. Sachs, Sachs, Greenebaum & Tayler, Washington, D.C., and chairman of the American Bar Association committee on the facilities of the law library of Congress.

The final meeting of the publishers advisory group was held on November 17 at the offices of McGraw-Hill, Inc., in New York. Discussion centered on informal papers prepared by panel members concerning areas in which the Library of Congress and the publishing community shared a common concern. The topics included the publishing program of the Library of Congress, preservation, archives of publishing, possible cooperation in support of American libraries, possible activities of the Library of Congress in relation to the role of the book in American culture, copyright, automated bibliography and cataloging, and international activities. Present were Dan M. Lacy, senior vice president, McGraw-Hill, Inc., advisory group chairman; Robert Asleson, president, R. R. Bowker Co.; Edward E. Booher, director, National Enquiry into Scholarly Communication, Princeton, N.J.; John Y. Cole, Task Force chairman; Townsend Hoopes, president, Association of American Publishers; Chester Kerr, director, Yale University Press; Kenneth McCormick, senior consulting editor, Doubleday & Co.; Carol Nemeyer, staff director for general publishing, Association of American Publishers; James Parton, Assistant Librarian for Public Education, Library of Congress; and Charles Scribner, president, Charles Scribner's Sons.

On November 17, Christopher Wright and Robert Zich of the Task Force staff visited the New York Public Library where their hosts were Donald F. Jay, chief, Humanities and Social Sciences Research Center, and Thor Wood, chief, Library and Museum of the Performing Arts at Lincoln Center. On the evening of the 17th, Messrs. Cole, Wright, and Zich visited the Bobst Library of New York University, where they met with librarian Carleton Rochelle and Arthur Tannenbaum, head of building services. On the morning of November 18, accompanied by Susan Tarr of the Congressional Research Service, they met with Jerome Yavarkovsky, assistant librarian for planning, Columbia University Library. On the afternoon of the 18th, the group toured the Princeton University Library and met with university librarian Richard W. Boss.

The media advisory group held its final meeting at the Library on November 22. The discussion was based on papers prepared by individual panel members after their initial visits to the Library. Principal topics included ways in which the Library can improve its services to the media, the availability of CRS research reports and data bases, the services offered by CRS to the Congress, the educational role of the Library, the use of on-line computer-based programs, public relations programs, the Library of Congress building as a tourist attraction, resources for pictorial research, and the need for more information about the Library, its collections, and its services. The panel met with several Library officials, including William J. Welsh, The Deputy Librarian; Mary C. Lethbridge, Information Officer; and John B. Kuiper, chief, Prints and Photographs Division. Present were David Schoumacher, WMAL-TV, chairman; Ed Guthman, *Los Angeles Times-Mirror;* Edward P. Morgan, news commentator; Joan Richman, CBS News; Jerold TerHorst, *Detroit News;* and Richard Stewart, *Boston Globe.*

During the month the Task Force chairman and staff held a number of informal meetings with department directors and assistant directors, division chiefs, and other senior Library officials.

SUBCOMMITTEE REPORTS

The subcommittee on services to Congress was chaired by Helen W. Dalrymple in the office of the director of the Congressional Research Service. Task Force liaison was Edward Knight of the Congressional Research Service. Members were Peter Bridge, Exchange and Gift Division; Susan Finsen, Congressional Research Service; Anthony P. Harrison, Copyright Office; Paul Heffron, Manuscript Division; Jane Lindley, General Reference and Bibliography Division (now in the Congressional Research Service); Adoreen McCormick, Legislative Liaison Officer, Office of the Librarian; Nancy Mitchell, Information Office (now detailed to the Task Force office); Robert Nay, American-British Law Division; and Charlene Woody, Information Systems Office.

The subcommittee report focuses on the following topics: communications with Congress, communications with staff and between departments, statistical reporting needs, administrative priorities, heightening the profile of the Library, coordination of services to Congress, organizational alternatives concerning legal services for the Congress, Congressional loan policy, and Library of Congress reference centers and book rooms in the Congressional office buildings, the use of CRS resources to enhance the overall reference capabilities of the Library, improving bibliographic services to Congress, expansion of the Library's automated information services to Congress, and several new services that might be offered to the Congress. Appendixes to the report include Task Force and other surveys and analyses, recent Congressional reports about Library of Congress information resources and services available to the Congress, and minutes of the 17 subcommittee meetings.

The 14 subcommittee reports (the user survey, the cultural role of the Library, area studies, serials management, services to the staff, bibliographic access, collection development, training and staff development, loan and photoduplication services, the bibliographic role of the Library, documents, automation and reference services, services to libraries, and services to Congress) contain recommendations to the Task Force, and those recommendations presently are being considered by the Task Force. The subcommittee reports have been distributed to department directors and other Library officials; they also are available for consultation in the Task Force office. Summaries of the reports have been made available to staff members through their division offices and have been distributed to the advisory groups. The summaries may be borrowed by individual staff members from the Task Force office. The topical outlines used for Task Force discussions also are available.

APENDIX II

REPORTS ON THE EIGHTH ANNUAL MEETING OF THE ASSOCIATION OF CARIBBEAN UNIVERSITY AND RESEARCH LIBRARIES

Kingston, Jamaica, October 24-30, 1976

The eighth annual meeting of the Association of Caribbean University and Research Libraries (ACURIL VIII) was held at the Jamaica Pegasus Hotel. The formal opening of the conference on Sunday evening, October 24, reflected the national support and respect for the Jamaican library community. Kenneth E. Ingram, university librarian of the University of the West Indies, Mona, Jamaica, and chairman of the Local Arrangements Committee, welcomed participants. He acknowledged the cooperation and financial assistance of UNESCO, the Government of Jamaica, the University of the West Indies, the Association of Caribbean Universities and Research Institutes (UNICA), ALCAN Jamaica Ltd., the Jamaica Library Service, the Jamaica Library Association, and Jamaican institutional and personal members of ACURIL.

Mr. Ingram referred to ACURIL's beginnings under the sponsorship of UNICA and to the close involvement of the libraries of the University of the West Indies in the affairs of ACURIL. He mentioned the theme of conference's three-day workshop on the Planning of National Library and Information Systems in the Countries of the Caribbean Basin, pointing out that while the concept of planning is not new, the impact of modern technology upon planning is recent. He introduced Aubrey Phillips, who presented greetings and good wishes for the conference on behalf of the Minister of Education. Henry Fowler, chairman, National Council on Libraries, Archives and Documentation Centres, referred to the November 1975 Conference on the planning of NATIS (National Information System), sponsored by UNESCO and the Jamaica Library Association, and its relation to the workshop and to the work of the National Council. He described plans for creating a National Library of Jamaica and the commission's efforts to survey existing libraries and library resources. He felt that national programs would be aided by the ACURIL workshop and wished the conference great success.

Governor-General Florizel Glasspole, a former and long-term Minister of Education, reiterated his support of libraries and information centers and expressed his pleasure that ACURIL had chosen Jamaica for its meeting. He emphasized that libraries now have a role to play that goes far beyond the provision of books–in education, providing free access to information, and in eliminating illiteracy. In closing, he suggested that all national library systems should have as their goal the common good of the majority of the population and declared the conference open. ACURIL President Ana Olivia Marín Gomez, Universidad Central de Venezuela, responded with a plea for the improvement of human resources through the planning, organization, and development of libraries. She acknowledged the special report and sponsorship of the Universidad Central, its School of Librarianship and Archives, and of Virginia Betancourt, director of the National Library of Venezuela,

APPENDIX

THE LIBRARIAN'S TASK FORCE ON GOALS, ORGANIZATION, AND PLANNING

A Report Covering the Period November 23, 1976-January 4, 1977

by John Y. Cole, Chairman

On November 23 the Task Force met to consider the Library's services to Congress and ways in which those services might be strengthened. The discussion was based on suggestions received from staff members and, in particular, on the recommendations of the subcommittee on services to Congress.

The report of the Task Force subcommittee on the staff as users was discussed on November 24 at a joint meeting of the Library's Reference Roundtable and the 1976-77 intern class. The session was chaired by Winston Tabb, Congressional Reference Division, who also served as subcommittee chairman. John Y. Cole and Robert Zich represented the Task Force.

The goals and objectives of the Library of Congress were the topic of the Task Force meeting on November 30. The discussion, which emphasized the need for a clear statement of the Library's mission, was based on an outline compiled from staff suggestions and previous statements of the Library's purpose.

On December 1, Mr. Zich of the Task Force staff met with Eric H. Boehm, president, American Bibliographic Center-Clio Press, Inc., to discuss aspects of the Library's bibliographic role.

The Right Honorable Lord Ritchie-Calder, a member of the science and technology advisory group, visited the Library on December 2. He met with the Task Force chairman and toured the Science and Technology and the Science Policy Research Divisions, where his hosts were Constance Carter and James M. McCullough, respectively.

The science and technology advisory group held its final session at the Library on December 3-4. Topics of discussion included the availability of the CRS work product, the use of digital recording for preservation purposes, the Library of Congress as a research institute, access to and use of commercial data bases, computer-assisted graphics, video-disc technology and its implications for libraries, the role of the Library in facilitating the international flow of information, the relation of the CRS to the Congressional Budget Office, the General Accounting Office, and the Office of Technology Assessment, the need for the Library to structure itself in a way that will broaden the idea of its function, and the responsibilities of the Library under the new copyright law to create a television archive.

On December 3 the panel joined The Librarian and other staff members at a luncheon that also was attended by officials from major U.S. library networks. Late in the day the group met with Mr. Boorstin to discuss ways in which the Library of Congress Building might be made more useful for scholars once the James Madison Memorial Building is occupied. Present at the meeting were Gerard Piel, Publisher, *Scientific American*, chairman; Lord Ritchie-Calder; Charles Eames, designer, Venice, Calif.; George Gerb-

Meeting in the Task Force office were science and technology advisory group members (left to right) Mr. Gerbner, Mr. Cole (Task Force chairman), Mr. Eames, Mr. Smit, Mr. Piel, Mr. Price, Lord Ritchie-Calder, and Mr. Kennedy.

Photographs in this appendix were taken by Chris Wright of the Task Force office.

Mr. Boorstin (far left) discusses the Library of Congress Building with Lord Ritchie-Calder, Mr. Price, Mr. Kennedy, Mr. Gerbner, Mr. Piel, and Mr. Eames (back to camera).

ner, professor, Annenberg School of Communications, University of Pennsylvania; Donald Kennedy, professor, Department of Biology, Stanford University; Derek J. de Solla Price, Avalon professor of the history of science, Department of History of Science and Medicine, Yale University; and Cornelius Smit, assistant director, Infonet BV, Amsterdam, The Netherlands.

The Task Force met on December 7 to consider the subjects of planning, decision-making, and internal communications. The Library's committee system was the focal point of the discussion. Deputy Librarian William J. Welsh joined the Task Force for part of the meeting. The group also discussed the form and the presentation of its final report.

David Schoumacher of WMAL-TV, Washington, D.C., chairman of the media advisory group, visited the Library on December 8 to discuss the panel's final report. He met with The Librarian, the Task Force chairman, and Nancy Mitchell of the Task Force staff.

The Task Force met on December 9 to discuss ways of improving the institution's effectiveness and efficiency.

Mr. Cole gave a progress report on the work of the Task Force to the executive session on December 13. He stated that the Task Force had recommended to The Librarian that immediate steps be taken to improve direct services to users in the Main Reading Room. The Task Force hopes that these services can be strengthened without delay.

The Task Force met on December 14 to continue its discussion about improvements in Library services. Mr. Boorstin joined the meeting to discuss his concept of how the Library of Congress Building should be used after the Madison Building is occupied.

On December 15 Messrs. Cole, Wright, and Zich of the Task Force office met with James Adler, president, Congressional Information Service, Inc., to discuss common problems of the information science industry and the Library of Congress.

The Task Force chairman attended the planning conference for a national preservation program on December 16. The Reference Roundtable discussion on the services to staff subcommittee report was concluded on December 27. On December 28 and January 4 the Task Force met to review portions of draft chapters for the final report.

During this period, several Task Force subgroups met to discuss the work on chapters of the final report. The Task Force chairman and staff continued to meet informally with department directors and assistant directors, division chiefs, and other senior Library officials.

The Task Force will submit its final report to The Librarian on January 28.

APPENDIX

THE LIBRARIAN'S TASK FORCE ON GOALS, ORGANIZATION, AND PLANNING

A Report Covering the Period January 5-28, 1977

by John Y. Cole, Chairman

Task Force efforts during January focused on the preparation of the final report, due to be presented to The Librarian on January 28. Individual Task Force members met frequently with the chairman and staff to discuss their concerns and the full panel met on January 13, 14, and 18 to review and approve the draft chapters. The Task Force chairman and staff continued to meet informally with department directors and assistant directors, division chiefs, and other senior library officials.

The libraries advisory group held its final session at the Library on January 12. Discussions were based on a draft version of the final group report that was distributed prior to the meeting. Principal topics included the national responsibilities of the Library of Congress, the location of the Library in the legislative branch of government, the dual role that the Library must play in library affairs as both a leader and a partner, the urgent need to develop a national bibliographic system; methods for continuing liaison between the Library of Congress and the library community, and the international role of the Library. Present at the session were Robert Wedgeworth, executive director, American Library Association, chairman; Dorothy Blake, coordinator of planning for media resources and utilization, Atlanta Public Schools; Lillian M. Bradshaw, director, Dallas Public Library; Ethel S. Crockett, state librarian, California State Library; Warren J. Haas, vice president for information services and university librarian, Columbia University; Doralyn J. Hickey, dean of the school of library science, University of Wisconsin at Milwaukee; Harry T. Hookway, deputy chairman and chief executive, the British Library; Richard J. Rademacher, librarian, Wichita Public Library; F. William Summers, dean, College of Librarianship, University of South Carolina; and Miriam H. Tees, librarian, The Royal Bank of Canada. The Task Force was represented by John Y. Cole, chairman, Christopher Wright, and Robert Zich.

Patrick Hayes, managing director of the Washington Performing Arts Society and chairman of the arts advisory group, visited the Library on January 17 to discuss the panel's final report. He met with the Task Force chairman and Nancy Mitchell of the Task Force staff.

The Task Force presented its final report to The Librarian at a ceremony in the Coolidge Auditorium on January 28. In Special Announcement 814, issued the same day, The Librarian expressed his appreciation to the Task Force, announced that copies of the report were available in the new planning office (formerly the Task Force office), and invited written comments on the Task Force recommendations. He also noted that 160 members of the staff had served on 14 subcommittees of the Task Force, that 79 individuals from the United States and abroad had served on the eight outside advisory groups, and that the Library's staff had sent the Task Force over 500 specific recommendations, concluding: "To all the people who invested so much of their time and gave such serious consideration to ways in which we can improve the services of the Library and increase its role in the life of the Nation, I want to express my gratitude. We now have the opportunity to share an exciting future for the Library."

THE LIBRARIAN'S TASK FORCE ON GOALS, ORGANIZATION, AND PLANNING
(January 16, 1976-January 28, 1977)

John Y. Cole, *chairman*
Alan Fern, Res
Beverly Gray, GR&B
Tao-Tai Hsia, LL FE
Edward Knight, CRS E
Lucia Rather, Proc
Lawrence S. Robinson, Preserv
Norman J. Shaffer, Photodup
Robert D. Stevens, Cop Cat
Elizabeth F. Stroup, CRS C
Glen A. Zimmerman, Pers

Task Force staff: Janet Chase, Libn; Nancy Mitchell, Inf; Christopher Wright, Libn; and Robert Zich, GR&B.

SUBCOMMITTEES

Area Studies
Beverly Gray, GR&B, *chairman*
Georgette Dorn, LAPS
John R. Hébert, LAPS
Paul L. Horecky, Slav D
Tao-Tai Hsia, LL FE

Louis A. Jacob, Orien
Zuhair E. Jwaideh, LL NEA
Mary Ellis Kahler, LAPS
David H. Kraus, Slav D
David Littlefield, Subj Cat
Edward MacConomy, GR&B
Marlene C. McGuirl, LL AB
Rubens Medina, LL Hisp
Renata Shaw, P&P
Ivan Sipkov, LL Eur
Robert D. Stevens, Cop Cat
Warren M. Tsuneishi, Orien
Julian W. Witherell, GR&B

Automation and Reference Services

John W. Kimball, GR&B, *chairman*
Jane Collins, Sci
Nancy Davenport, CRS L
Jim Godwin, MARC Dev
John Kaldahl, CRS D
Hylda Kamisar, DBPH
Mary S. Lewin, ISO
Marlene C. McGuirl, LL AB
Myron W. Phillips (resigned)
William H. Poole, Cop Serv
Barbara B. Walsh, GR&B
John Wolter, G&M

Bibliographic Access

Suzy Platt, CRS C, *chairman*
Elisabeth Betz, P&P
Susan Biebel, MARC Dev
Janet Hill, G&M
Jeanne M. Jagelski, LL AB
David Littlefield, Subj Cat
John Panko, Subj Cat
Lynn Pedigo, GR&B
Jim Roberts, Cop Ref
William J. Sittig, Res
Daisy Tagge, Desc Cat
Melissa Trevvett, CRS C

The Bibliographic Role of the Library

Ronald Gephart, GR&B *co-chairman*
John R. Hébert, LAPS *co-chairman*
Pat Bernard, Cat Publ
Constance Carter, Sci
David Eastridge, Cop Cat
Evelyn Eiwen, Publ
Ruth Freitag, GR&B
David Littlefield, Subj Cat
Edward MacConomy, GR&B
Ann Hallstein, Proc
Armins Rusis, LL Eur
Richard Stephenson, G&M
Julian Witherell, GR&B

Collection Development

Robert D. Stevens, Cop Cat, *chairman*
Beverly Gray, GR&B
Tao-Tai Hsia, LL FE
Lawrence S. Robinson, Preserv
Renata Shaw, P&P
Michael H. Shelley, Cop Serv

The Cultural Role of the Library

Dorothy Pollet, GR&B, *chairman*
Susan Aramayo, ALC PE
Lewis Flacks, Cop Reg
Marvin Kranz, GR&B
Maria Laqueur, NUCPP
Jerry Maddox, P&P
Rubens Medina, LL Hisp
Fred Mohr, Publ
Gerald Parsons, Mus (Folk)
Donna Scheeder, CRS C
Carolyn Sung, Mss
Sandra Tinkham, Exh
Jean Tucker, Inf
Michael Walsh, Desc Cat

Documents

Beverly Gray, GR&B, *chairman*
George Caldwell, GR&B
Nathan Einhorn, E&G
Agnes Ferruso, E&G
Alma Mather, E&G
Floris McReynolds, CRS C
Eugene Nabors, LL AB
Robert Nay, LL AB
Robert Schaaf, GR&B
Maurvene Williams, CRS L
Donald Wisdom, Ser

Loan and Photoduplication Services

Norman J. Shaffer, Photodup, *chairman*
Larry Boyer, LL AB
Beverly Brannan, P&P
Everett Johnson, Loan
Thomas Nichols, Cop Ref
Robert Schaaf, GR&B
Suanne Thamm, Loan
Melissa Trevvett, CRS C
Warren Tsuneishi, Orien
Howard Walker, Loan
Margaret Whitlock, CRS C
Robert Zich, GR&B

Personnel and Staff Development

Kimberly W. Dobbs, LL O *co-chairman*
Louis R. Mortimer, CRS C, *co-chairman*
Susan Aramayo, ALC PE
Keith Bebo, Trng
Edith Belmear, Ser Rec
Phillipa Butler, PMO
Elizabeth Carl, Subj Cat
Kathleen Christensen, Cat Pub
Sylvia Cook, CDS
Catherine Croy, Adm
Robert David, Proc
Fay Diggs, CDS
Robert Ennis, CRS C
Maryann Ferrarese, Subj Cat
Lynda Fox, Cop Cat
Jacqueline Granville, ALC
Gerald Greenwood, Pers
Walter J. Hadlock, CRS C
Bud Hardison, Pers Class
Bud Harris, Share Cat
Patricia Hines, Cat Mgmt
Joyce Holmes, CRS EP
Oxana Horodecka, Desc Cat
Georgia Joyner, CRS S
Lucinda Leonard, MARC Dev
Robyn Levine, CRS L
Arthur J. Lieb, ALC
Peter Lu, Order
Jack McDonald, Loan
Hugh McNeil, CDS
Thomas Miller, CRS D
Joe Nelson, CRS C
Rhoda Newman, CRS C
Ruthann Ovenshire, CRS C
Patricia Pasqual (resigned)
David Remington, CDS
James Richardson, CRS D
Anne Ritchings, CRS D
Janet Schachter, Trng
Judith Schmidt, Desc Cat

Virginia Schoepf, DC
Frank Seidlinger, Cat Publ
Susan Tarr, CRS D
Jeanne Temple, LL Eur
William Underdue, Bind
Pam Van Ee, Am Rev
Susan Vita, Desc Cat
Eugene Walton, DMPO
Eugene Whetstone, Photodup
Clay Wilson, S&R

Serials

Joseph W. Price, Ser Rec, *chairman*
George Atiyeh, Orien
Jane Collins, Sci
Ann Gardner, GR&B
Rita Harrison, LL O
Ed Kapusciarz, Cop Cat
Jennifer V. Magnus, Ord
Judith Matheny (resigned)
Emma G. Montgomery, Res
Mary E. Sauer, Ser Rec
Michael Shelley, Cop Serv
Donald Wisdom, Ser
Donald Woolery, Sel Off

Services to Congress

Helen W. Dalrymple, CRS D, *chairman*
Peter Bridge, E&G
Susan Finsen, CRS
Pat Harrison, Cop Reg
Paul Heffron, Mss
Jane Lindley, CRS
Adoreen McCormick, Libn
Nancy Mitchell, Inf
Robert Nay, LL AB
Charlene Woody, ISO

Services to Libraries

Lucia J. Rather, Proc, *chairman*
David Carrington, G&M
Paul Edlund, Proc
Prentiss Gillespie, Preserv
Ellen Zabel Hahn, DBPH
Marlene C. McGuirl, LL AB
Josephine Pulsifer, MARC Dev
David Remington, CDS
Jacquelyn Ricketts, Cop Cat
Christopher Wright, Libn
Robert Zich, GR&B

The Staff as Users

Winston Tabb, CRS C, *chairman*
Charles Brookes, LL AB
Milton Collins, Ser Rec
Catherine M. Croy, Adm
Kay Elsasser, Subj Cat
Veronica M. Gillespie, P&P
Katherine F. Gould, Ser
Beth Jenkins-Joffe, GR&B
Margrit Krewson, Loan
Arthur J. Lieb, ALC
Victor Marton, Cop Ref
James McClung, Inf
Laverne Mullin, LL PS

The User Survey

Robert Zich, GR&B, *chairman*
Rey Aguirre, GR&B
Nancy Benco, Inf
Dan Burney, Rare Bk
Jane Collins, Sci
Georgette Dorn, LAPS
Walter Gallagher, ISO
Katherine Gould, Ser
Louis Jacob, Orien
Beth Jenkins-Joffe, GR&B
Everett Johnson, Loan
Hylda Kamisar, DBPH
Jerry Kearns, P&P
David Kraus, Slav D
Jane Lindley, CRS
Judy McDermott, DC
Marlene McGuirl, LL AB
Waldo Moore, Cop Ref
Jon Newsom, Mus
William Sartain, S&R
Pat Sheehan, P&P
Ivan Sipkov, LL Eur
Carolyn Sung, Mss
Winston Tabb, CRS C
Melissa Trevvett, CRS C
Howard Walker, Loan
John Wolter, G&M

OUTSIDE ADVISORS

June Arey, consultant, The Rockefeller Foundation
Robert Asleson, president, R. R. Bowker Company
Bernard Berelson, consultant, Population Research Council
Simon Michael Bessie, president, Harper & Row Publishers, Inc.
Dorothy Blake, coordinator of planning for media resources and utilization, Atlanta Public Schools
Morton W. Bloomfield, professor, Department of English and American Literature and Language, Harvard University
Ed Booher, director, National Enquiry into Scholarly Communication, Princeton, N.J.
Lillian M. Bradshaw, director, Dallas Public Library
Victor Brombert, professor, Department of Comparative Literature, Princeton University
Frank Campbell, chief, Music Division, New York Public Library
Hugh F. Cline, consultant, Educational Testing Service
Morris L. Cohen, librarian, Harvard Law School, Harvard University
Joel Colton, director, humanities program, The Rockefeller Foundation
Ethel S. Crockett, state librarian, California State Library
Peter E. de Janosi, Division of Education and Research, The Ford Foundation
Jack Delano, Rio Piedras, Puerto Rico
Charles Eames, Venice, California

J. S. Ellenberger, law librarian, Covington and Burling, Washington, D.C.
Stanley L. Engerman, professor, Department of Economics, University of Rochester
Lawrence M. Friedman, professor, Stanford Law School, Stanford University
The Honorable J. William Fulbright, legal counsel, Hogan and Hartson, Washington, D.C.
Marian G. Gallagher, law librarian and professor of law, University of Washington
George Gerbner, professor, The Annenberg School of Communications, University of Pennsylvania
Louise Giles (deceased), dean of learning resources, Macomb County Community College, Warren, Michigan
David Goslin, executive director, Assembly of Behavioral and Social Sciences, National Academy of Sciences
J. Glenn Gray, professor, Department of Philosophy, The Colorado College
Ed Guthman, national editor, *Los Angeles Times-Mirror*
Warren J. Haas, vice-president for information services and university librarian, Columbia University
Neil Harris, director, National Humanities Institute, The University of Chicago
Patrick Hayes, managing director, Washington Performing Arts Society; arts advisory group *chairman*
Doralyn J. Hickey, dean, School of Library Science, University of Wisconsin at Milwaukee
Harry T. Hookway, deputy chairman and chief executive, The British Library Board, London, England
Townsend Hoopes, president, Association of American Publishers
Donald Kennedy, professor, Department of Biology, Stanford University
William J. Kenney, Criminal Division, U.S. Department of Justice
Joseph Kerman, professor, Department of Music, University of California at Berkeley
Chester Kerr, director, Yale University Press
Frederick Kilgour, executive director, Ohio College Library Center
Bernard M. W. Knox, director, Center for Hellenic Studies
Alan Kriegsman, dance critic, *Washington Post*
Dan Lacy, senior vice president, McGraw-Hill, Inc.; publishers advisory group *chairman*
Sherman E. Lee, director, The Cleveland Museum of Art
The Honorable Judge Harold Leventhal, U.S. Court of Appeals for the D.C. Circuit
George London, general director, Opera Society of Washington
George Lowy, chief, social science center, Columbia University Library
Kenneth McCormick, senior consulting editor, Doubleday & Company
Edward P. Morgan, McLean, Virginia
Phil Neal, professor, University of Chicago Law School; law advisory group *chairman*
Carol Nemeyer, staff director for general publishing, Association of American Publishers
Fisher Nesmith, consultant, Museum of African Art
Jaroslav Pelikan, dean, Graduate School, Yale University; humanities advisory group *chairman*
Gerard Piel, publisher, *Scientific American;* science and technology advisory group *chairman*
John R. Pierce, professor, California Institute of Technology
Derek de Solla Price, Avalon professor of the history of science, Department of History of Science and Medicine, Yale University
Richard Rademacher, librarian, Wichita Public Library
James B. Reston, Washington Bureau, *New York Times*
Joan Richman, CBS News Department, New York, N.Y.
The Right Honorable Ritchie-Calder, Edinburgh, Scotland
Warren M. Robbins, director, Museum of African Art
Charles Rosen, Department of Music, State University of New York at Stony Brook
Dorothy Ross, professor, Department of History, Princeton University
Sidney S. Sachs, chairman, Standing Committee on Facilities of the Law Library of Congress, American Bar Associtaon
David Schoumacher, WMAL-TV, Washington, D.C.; media advisory group *chairman*
Eleanor B. Sheldon, president, Social Science Research Council,
Cornelius Smit, Infonet BV, Amsterdam, The Netherlands
Richard Stewart, *Boston Globe*
F. William Summers, dean, College of Librarianship, University of South Carolina
Miriam H. Tees, librarian, The Royal Bank of Canada, Montreal, Canada
Jerold TerHorst, Washington Bureau, *Detroit News*
Donald W. Treadgold, professor, Department of History, The University of Washington
William B. Walker, librarian, National Collection of

Fine Arts/National Portrait Gallery, Smithsonian Institution

Theodore Waller, president, Grolier Educational Corporation

W. Allen Wallis, chancellor, The University of Rochester; social science advisory group *chairman*

Tom Willis, Music Critic, *Chicago Tribune*

Robert Wedgeworth, executive director, American Library Association; libraries advisory group *chairman*

W. Bradford Wiley, chairman John Wiley & Sons, Inc.

Edwin M. Zimmerman, Covington and Burling, Washington, D.C.

ISSN 0041-7904 *Key title:* Library of Congress information bulletin

Some marginal
[illegible]

DRAFT SUMMARY OF FORMER STATEMENTS ON OBJECTIVES OF THE LIBRARY OF CONGRESS

I2004500

MM:eb
March 7, 1966

Outline

I. Need for broad objectives and goals of the Library of Congress—and periodic review thereof.

II. Recommendations of the Librarian's Committee to the Librarian of Congress, 1940.

III. Canons of Selection; Reference and Research Objectives, 1940.

IV. Library of Congress Planning Committee's recommendations, 1946.

V. Internal Committee on Control and Organization of the Collections' work on objectives, 1958.

VI. Discussions in 1958 with representatives of the Legislative Reference Service concerning needs and objectives.

VII. The Report of the Librarian of Congress on the Bryant Memorandum, submitted to the Joint Committee on the Library.

VIII. Discussion at the Administrative Conference, 1963 and Assignment on Objectives.

IX. Response to 1963 Assignment.

  A. Objectives of the Library as a whole.

  B. Divisional objectives.

X. Some questions to be asked in reexamining broad objectives of the Library as a whole.

I. Need for broad objectives and goals and periodic review thereof

At the L.C. Administrative Conference in March 1963, goals and objectives were considered at the first working session of that conference. It was stressed then that it is useful to reexamine goals periodically in order to

a) measure accomplishments against the objectives,

b) use objectives as a basis for the building of programs, procedures, budget requests, and administrative policies,

c) reappraise objectives in the light of new experience and recent developments,

d) promote greater interdepartmental understanding,

e) serve as a guide-line to planning for the future.

In the early work with consultants on the Library's building plans, it was emphasized by Keyes Metcalf and others that the initial step in any long-term planning is a reevaluation of objectives and purposes -- the setting down on paper the ultimate goals to be aimed for. More recent discussions by division chiefs and others have commented on the need for fairly frequent reexamination of goals and policies in an institution as large and complex as the Library of Congress. Since self-appraisal is a sound basic goal for an institution, it has been suggested "that the Library henceforth schedule regular reviews -- possibly every five or ten years -- of its long-range objectives and of its over-all performance in relation to its objectives."

As one department director expressed it, it is now about 25 years since the Library adopted its Canons of Acquisition and of Service. Although there has been continuing informal evaluation of its goals and purposes, this seems an appropriate time for a thorough reexamination and perhaps for a restatement of the Library's basic aims. Even though necessarily there would be some repetition of earlier statements, the restating of objectives would give evidence of the Library's continuing appraisal of its purposes and evaluation of its programs in relation to its over-all goals.

But even if such statements are never published, many officers view them as essential for internal guidance.

II. Recommendation of the Librarian's Committee to the Librarian of Congress, June 15, 1940, concerning objectives of the Library

The Librarian's Committee was appointed by Mr. MacLeish on April 10, 1940, "to examine and report upon the processing operations of the Library of Congress and certain related matters." Its members were Paul North Rice, Andrew D. Osborn, and Carleton B. Joeckel. Consultants of the Committee were Keyes D. Metcalf, L. Quincy Mumford, and Francis R. St. John. Because of the close relationships between the processing work and other parts of the Library, the Committee necessarily directed attention to certain aspects of the structure and operations of the Library as a whole. On page 11 of its Report to the Librarian of Congress it called attention to the absence of formulated objectives.

". . . organization has encountered serious difficulties because of the lack of clearly formulated objectives. The Library of Congress has objectives, to be sure, but they appear never to have been stated as a whole in organized form. In general, they must be inferred from what the Library does and from what the various Librarians of Congress have said in certain pronouncements as to the purposes of the Library and the scope of its services." The Committee recommended that the Library be reorganized and that its reorganization "be accompanied by the restatement of definite objectives."

III. Published Statement of the Objectives of the Library of Congress
(Report of the Librarian of Congress, 1940, p. 24-29)

Canons of Selection

"1. The Library of Congress should possess in some useful form all bibliothecal materials necessary to the Congress and to the officers of government of the United States in the performance of their duties." (Exception: Where the collections of other Government libraries, such as the Department of Agriculture, the Office of the Surgeon General of the Army, etc., adequately cover particular fields in which the Library of Congress is not strong, 'the Library of Congress will not purchase extensively in these fields but will limit itself to the principal reference works, using its best efforts to strengthen the collections already established elsewhere. Where, however, the collections of the Library are already exceptionally strong, they will be maintained regardless of the holdings in other libraries.')

"2. The Library of Congress should possess all books and other materials (whether in original or copy) which express and record the life and achievements of the people of the United States." (Exception: "Where official records of the Federal Government are deposited in the National Archives the Library will secure only such copies as are necessary for the convenience of its readers. It will, however, attempt to secure all printed documents, federal, state, and municipal.")

"3. The Library of Congress should possess, in some useful form, the material parts of the records of other societies, past and present, and should accumulate, in original or in copy, full and representative collections of the written records of those societies and peoples whose experience is of most immediate concern to the people of the United States."

(Exceptions: The Library of Congress as the central United States depository for the publications of all foreign governments will attempt to secure all the official publications of all governments of the world. Where, aside from such official documents, other American libraries, whose collections are more broadly available, have already accumulated or are in process of accumulating outstanding collections in well defined areas in which L.C. is not strong, the Library of Congress will satisfy itself with general reference materials and will not attempt to establish intensive collections.)

In stating these Canons, the Librarian of Congress explained that the degree of their implementation was determined by time and money. The Canons of Selection were to apply only to the Library's acquisition of materials by purchase, not to acquisition by gift or by deposit for copyright.

The Library's Reference and Research Objectives

"1. The Library of Congress undertakes for Members of the Congress any and all research and reference projects bearing upon the Library's collections and required by Members in connection with the performance of their legislative duties."
(No exceptions. "Only a lack of means to provide the necessary, and necessarily skilled, staff will justify a failure on the Library's part to meet all such demands.")

"2. The Library of Congress undertakes for officers and departments of government research projects, appropriate to the Library, which can be executed by reference to its collections, and which the staffs of offices and departments are unable to execute."
("These projects are deferred, except in case of emergency, to reference projects undertaken for Members of the Congress.")

"3. The reference staff and facilities of the Library of Congress are available to members of the public, universities, learned societies and other libraries requiring services which the Library staff is equipped to give and which can be given without interference with services to the Congress and other agencies of the Federal Government."
("This policy is active as well as passive. Passively considered it means that reference inquiries, and requests for bibliothecal service, which cannot be satisfied by other libraries or scholarly institutions nearer the inquirer, may be submitted to the Library of Congress which will respond to them within necessary limitations of time and labor. Actively considered, the Library's policy in this regard means that the Library of Congress, as the reference library of the people, holds itself charged with a duty to provide information to the people with regard to the materials they possess in its collections, and with an obligation to make its technical and scholarly services as broadly useful to the people as it can.")

IV. The Library of Congress Planning Committee's recommendations, 1946

When the Library of Congress Planning Committee was organized in 1946, it was asked to consider the scope of the Library's program in the light of the unwillingness of the subcommittee of the Committee on Appropriations to act on certain proposals for additional funds. At its initial meeting and throughout the course of its work, the Committee approached its assignment with three basic questions in mind:

1. What should be the relationship between L.C. and the Congress, and between it and the other Federal libraries, and what services should it provide for the Congress, the other Federal libraries, and the employees of Federal agencies?

2. What should be the relationship between L.C. and non-Federal libraries, and what services should L.C. provide for those libraries and for individuals who are not Federal employees?

3. What materials should L.C. acquire in order to maintain the relationships and to provide the services proposed for it?

In answering these questions, the Planning Committee recommended that:

"As a part of the Federal library system, the Library of Congress should serve the Congress and other Federal libraries and agencies . . . as follows:

"1. The Library of Congress should undertake for Members of Congress any and all library services, including reference, research, and other types of service involving use of the Library's collections, which are required by Members in the performance of their official duties. . . .

"2. The Library of Congress should provide upon request reference and lending service for Government Agencies.

"3. The Library of Congress, since it is better prepared to perform extensive bibliographical and reference service and other cooperative library activities than other agencies of the Government, should . . . accept transfers of funds which will enable it to undertake extensive bibliographical and reference projects on behalf of other agencies when such projects will result in greater efficiency and economy of effort."

"The Library of Congress, as the National Library and the largest and most nearly complete of all the libraries in the United States, should supplement the other libraries in the country, should take a leading part in cooperative movements among libraries, and should thereby help to bring about satisfactory nationwide library service to research workers and other seekers for information. The Library of Congress should take as its share of the national library program the following services for non-Federal libraries and for individuals who are not Federal employees.

"1. A clearing house service through which will be made available a record of the publications at the disposal of American libraries." (This would include the printed catalogs, card distribution service, etc.)

"2. Reference service should be available to any library for material not as readily found elsewhere, after local holdings have been . . . found inadequate. The Library of Congress should accept special responsibility for reference service in subjects relating to the United States, and should seek to have on its staff competent scholars in this broad field.

"3. Interlibrary loan service should be encouraged if the material is not available as readily elsewhere. Material that should not be lent because of its value and rarity, or because it may be called for by the Congress or other government agencies or for general reference service, should be made available by photoduplication at cost.

"4. In addition . . . the Library of Congress should provide service to individuals." (This covered reference service by mail, telephone, and in person; provision of special study facilities, etc.)

"5. The Library of Congress should help to provide the tools of scholarship through local libraries . . . to supplement local resources . . . It /should not/ furnish direct service throughout the country to the average citizen . . . but it should participate in nationwide efforts to stimulate the improvement and development of local library service, particularly . . . in reference and research, and the great resources of the Library should be made available to the citizens of the country through State and local libraries and in cooperation with other Government agencies."

6. Special services . . . from gift and trust funds.

7. General library service for the blind.

8. Exhibition program.

9. Publication program.

The Planning Committee also made broad statements on acquisitions objectives.

V. Work on objectives of the Library by the internal Committee on Control and Organization of the Collections, 1958

Service and Resources Objectives developed by this internal Committee in 1958 may offer a basis for current work in this area.

Objectives of the Library of Congress

"For over one hundred and fifty years the Library of Congress has served the Congress of the United States. Because of the ever-widening interests and responsibilities of the Congress -- its Members and Committees -- the Library of Congress has developed collections comprehensive in their scope and almost universal in their subject coverage. The Library of Congress has inevitably achieved a national role and national responsibilities by very virtue of its vast collections and attendant bibliographic resources, and with the encouragement of the Congress itself through enactment of legislation for copyright deposit in the Library of Congress, for the establishment of the Library of Congress as the United States depository in the international exchange of publications, and through legislation for specific acquisitions or through providing for specific functions and services. The Library of Congress has had to recognize that these resources and responsibilities impose obligations to scholarship in its broadest sense, responsibilities which may be served either directly or indirectly through library facilities elsewhere in the nation. The obligation of the Library of Congress to continue its principal services to the Congress, as well as its services to the Government and to scholarship in general, cannot always be realized in equal measure and at all times. A balance among the several objectives and service goals of the Library of Congress is therefore offered in the following statement of policy:

"1. Service to Members of Congress:

The Library of Congress undertakes for Members of Congress any and all library services, including reference, research, and other types of service involving use of the Library's collections, which are required by Members in the performance of their official duties. (Only a lack of means to provide the necessary space, collections, and skilled staff would justify a failure on the Library's part to meet such demands.)

"2. Service to Government Agencies:

The Library of Congress will provide for other Government agencies the following library services when required by such agencies in connection with the fulfillment of their official responsibilities: (1) lending service upon request; (2) study rooms and access to the Library's collections; (3) reference, bibliographic, and research service when this service is appropriate to the Library's collections, to the skills and competence of its available staff, and when the service cannot be rendered by the staffs of the Government agencies. The Library will undertake extensive reference, bibliographic, and research projects on behalf of Government agencies only when (a) such projects are particularly dependent upon the utilization of the Library's personal or material resources, (b) the projects have widespread potential interest or usefulness, and (c) there is authorization within the Library's own appropriations or a specific transfer of funds can be made under authority of law. Such projects shall not be undertaken when services to Congress are likely to be impeded or when interference with essential Library operations outweighs the advantages to the Library or the value of the projects."

(The following suggested revision for the last part of this statement was for later reconsideration: "The Library will undertake extensive reference, bibliographic, and research projects on behalf of Government agencies only when (1) such projects require unusual utilization of the Library's personal or material resources; (2) there is authorization within the Library's own appropriations or a specific transfer of funds can be made under authority of law; and (3) such projects will not impede services to Congress or interfere unduly with essential Library operations. Any such projects that are undertaken at the expense of the Library must also have a widespread potential interest or usefulness.")

"3. Service to the Public:

The Library of Congress will make available its collections, facilities, and other resources for public use and for the public benefit within the limitations imposed by the Library's primary obligation to provide services to the Congress and to agencies of the Federal Government.

For reference purposes on the premises, the use of the Library is, in general, free without introduction or credentials to any adult inquirer. Reference services by correspondence will also be provided, although inquirers will be referred to local, state, and regional libraries whenever these might meet the need. Preference will be given to those inquiries which pertain to the Library's holdings of special materials and to subjects in which its collections and bibliographic resources are especially strong.

The Library extends the use of its collections and its services through interlibrary loan, provision of photocopies at cost, preparation and publication of catalogs and specialized bibliographies, and through cooperation with other institutions in developing and improving library resources and services.

"4. Interlibrary Cooperation:

Recognizing the interdependence of libraries, the Library of Congress accepts an obligation to lend its resources to the development and enhancement of library services throughout the nation. By reason of the scope and size of its collections, the usefulness of its bibliographic resources and services, and the varied skills represented in its staff, the Library of Congress has frequently been called upon to assume special responsibilities in cooperative undertakings for the improvement of library services. The Library is in principle receptive to these requests but recognizes that the demands made upon it will, in all probability, always exceed its capacity to participate. In establishing priorities of interest, the Library will be guided by the importance of individual projects, first, to the furtherance of the Library's primary obligations and, second, to the objectives of libraries generally, as well as the possible impact of a given project on the activities and budget of the Library.

"5. Resources of the Library:

In order to carry out its responsibilities to Congress and to the nation, the Library of Congress must maintain, organize, and make available collections adequate to support national service in all fields of knowledge, except that the Library need not form comprehensive collections in special subjects and fields where the existence or development of collections and related services in other libraries is recognized, provided that such recognition involves no risk of impairment of the Library's services to the Congress and to the nation."

VI. Discussions in 1958 with representatives of the Legislative Reference Service concerning needs and objectives

The following conclusions resulted from the work of the Committee on Organization and Control of the Collections, with respect to the aims and needs of the Legislative Reference Service as seen in 1958:

"1. The Library shall continue to be the Library of Congress, with the Legislative Reference Service a part of it, and with service to the Congress continuing to be the Library's first obligation.

"2. The Library as a research institution must be geared to deal with important research problems that exploit the high-level competence of researchers and division chiefs who are required to prepare reports and surveys for the Congress and for other agencies of the Government.

"Questions:

a. To what extent should the Library staff undertake research for other Government agencies as a part of its regular work program?

b. To what degree should the Library of Congress depends upon other libraries in Washington for materials that may be needed for the Congress?

"3. There is a need in LRS and in special divisions of the Library for immediate copies of ephemeral materials, some of which will not need to be added to the collections and therefore should not receive regular processing treatment.

"4. A highly organized special non-circulating reference collection for the use of the Legislative Reference Service and for general Reference Department needs might prove to be a solution to many problems of availability of material, speed and adequacy of service.

"5. The Legislative Reference Service should be as close to the Library's collections as is feasible, especially to the Serial Division, Law Library, and the Public Catalog; there should be direct communication to various areas from which LRS is very far removed.

"6. Responsibility for specialized selection and acquisitions recommendations must rest with the researcher, who is familiar with the literature of his field and with the events that will produce documents needed for research in that field."

VII. The Report of the Librarian of Congress on the Bryant Memorandum, submitted to the Joint Committee on the Library, 1962

It should be mentioned too that the Library's goals and objectives were reaffirmed in the Report of the Librarian of Congress on the Bryant Memorandum. For example, it is stated there that the Library must keep "its research collections in the preeminent position they have always enjoyed," and should "strive to augment the national collections of rare materials, especially of Americana, but should not purchase rarities purely for rarity's sake or duplicate other readily available collections." This Report indicates that the Library "should eliminate its arrearages in uncataloged and put the cataloging of all its acquisitions on a current basis." It refers also to the value of centralized cataloging.

The Report's discussion of the Library's major functions, its services, programs, its national responsibilities can also be viewed as reaffirming its broad goals.
(The Report of the Librarian of Congress on the Bryant Memorandum appears on pages 94-111 of the Annual Report of the Librarian of Congress, 1962.)

VIII. Discussion at the Administrative Conference, 1963

At the L.C. Administrative Conference in March 1963, goals and objectives were considered at the first working session. Discussion brought out the importance of continuing to maintain preeminent collections, the need for more funds for purchase of retrospective materials, and the importance of thinking out the Library's over-all goals in comprehensive terms that cover not only acquisitions goals but bibliographical operations and total services of the Library as well.

The conferees agreed that the Library should work toward the development of a new statement of Library-wide goals and objectives and that the formulation of goals should begin on the intra-departmental level, with departments and divisions reexamining the questions:

1) What are or should be the objectives of the Library of Congress as a whole?

2) Where do the work programs of individual divisions fit into these objectives?

It was suggested that acquisitions policy statements would need to be taken into consideration, that divisions would want to indicate whether L.C. is falling behind seriously in following current acquisitions policy, what areas may need expansion, what can perhaps be cut back, etc.

Other questions to be studied were mentioned:

a) What should be our realistic acquisitions goal for the future?

b) To what degree are we going to aim for complete cataloging control of the collections?

c) How will responsibilities for centralized cataloging affect L.C.'s over-all program?

d) What is needed to assure preeminence in our collections?

e) Is L.C. going to promote more outside cooperation in programs of national benefit?

f) How can L.C. achieve better coordination with other Federal libraries?

Space problems, the importance of strategy in seeking means to implement objectives, the need to avoid having objectives be merely an empty and useless tool were also brought out at the 1963 discussion.

Assignment: Each department was asked to submit first drafts of statements of objectives, and following this, an interdepartmental committee was to be named to work further on a determination of specific statements of objectives and goals.

IX. Response to 1963 Assignment

In August 1963 the Director of the Processing Department submitted a statement on goals and objectives of the Processing Department, and the Acting Director of the Reference Department forwarded drafts of statements of goals and objectives of divisions. The Reference Department anticipated that these drafts would be discussed later by inter-departments committees and revised. In May 1964 the Associate Director of the Administrative Department submitted statements on goals and objectives of the Library. Appropriate excerpts from these statements follows.

A. Objectives of the Library as a whole.

"LC's primary goal should be to become in fact . . . The National Library. . . . this means . . . leadership stemming from an awareness of problems affecting the library community and a demonstrated . . . eagerness to assist in their resolution." (Areas mentioned as calling for this leadership now: automation and centralized cataloging.

The Library's foremost goal should be to "emerge as the national library . . . to lead, set standards, devise rules, coordinate, encourage, and actively assist other libraries and information centers. . . The Library should know what everyone is doing, where everything is being done, how everything is or can be made accessible. The kind of service which the National Referral Center for Science and Technology is striving to perform for its segment of knowledge should be rendered by the Library . . . in all fields of knowledge."

The "major objective of the Library of Congress, apart from the specialized programs such as the Copyright Office, is to utilize recorded knowledge to serve the American people in the advancement, use and enjoyment of such knowledge."

The guidelines for implementation of the Library's over-all acquisitions goal (which the Director of the Processing Department suggests has been well stated by the Committee on Control and Organization of the Collections in 1958) are spelled out in the series of Acquisitions Policy Statements (these numbered 60 in Aug., 1963). Additions to these statements are made as necessary.

One over-all objective should be the identification and filling of gaps in the collections of older materials. As for cataloging, the "over-all objective should be to bring each item or group of items in the permanent collections under a control which is adequate to the nature of the material."

"The Library of Congress should continue to cooperate with the other Federal libraries and should maintain its leadership in national programs."

"There would be value in stating and restating the objectives of the Library . . . simply. The following are examples, not exhaustive, and offered here only as a basis for further definition:

"It shall be the aim of the Library of Congress to:

"(1) Maintain and increase its national pre-eminence as a national research library in all fields not specifically designated by statute to other national libraries;

"(2) Foster research in all fields of knowledge, excepting those spheres for which, under statute, other government installations or agencies have been given primary responsibility;

"(3) Maintain and develop special services to Congress, as a prime activity;

"(4) Acquire, or foster through cooperative action, acquisition of all significant research material, wherever published, as well as acquisition of non-book and other bibliothecal material of importance to research;

"(5) Develop, maintain, and improve control of research material, giving priority to items not generally . . . acquired by . . . other libraries for general use;

"(6) Relinquish to private . . . institutions . . . peripheral activities not consonant with the nature of a major research library. . . .

"(7) Initiate and develop . . . continuing bibliographical programs based primarily on holdings of the Library of Congress, those of other national repositories, and, where desirable, those of foreign repositories of interest to U.S. scholars."

The over-all goals for the Library can include the following: 1) Service to Congress; 2) Service to agencies of the Federal Government; 3) Service to the academic and scientific community beyond the scope of local resources; 4) Services to the library community which can best be performed centrally; 5) Service to the general public or segments thereof, which cannot be provided by local or State resources.

B. Divisional objectives

Reference Department:

Some divisions have pointed out that perhaps the large goals of the Library should be stated first "before the Library's parts can intelligently determine their more limited objectives within the larger scheme." In the absence of new over-all statements, the divisions submitting drafts have based their goals on the over-all objective of retaining preeminence in the collections, providing more service in depth in future years to the various categories of users, and building a larger professional staff, with better physical facilities available, more funds available for preservation, repair, microcopying, purchase, cataloging, etc. Some of the drafts describe in detail anticipated needs of divisions ten and twenty years hence, and others present problems requiring attention now or later. These have been noted for other study. For this purpose -- the reexamination of objectives -- the points extracted below from the drafts are those which seem as directly related as possible to the assignment on objectives.

In transmitting the divisions' drafts, the Acting Director explained that "There is no general objective of the Library which would not also be an objective of this department. There are a few obvious exceptions, of course, such as the copyright and card services, but these would not materially affect the statement as a whole. . . . any attempt to fit the work programs of the individual divisions into a [department] statement [needs to wait] until we know how the Library's [over-all] statement is to be formulated. . . . The statements vary in . . . approach. This variety is inherent in the Reference Department structure. . . . [Division chiefs were asked to] think in terms of the conventional triad -- developing, maintaining, and serving the collections -- but this is not applicable in all divisions. . . ." As indicated earlier, the Department had expected that the drafts would be the basis for discussion by the interdepartmental committee suggested at the 1963 Administrative Conference.

1. Manuscript Division:

a. More emphasis on acquiring important collections relating to the history of American culture, science and technology, and in the many other areas which are increasingly occupying the attention of historians and biographers. More active solicitation of the records of non-government corporate bodies, reflecting the increased organization of our society and the increasing influence of organized groups. As a major exception, it is more than likely that the acquisition of most business records will be left to others.

b. Continuation and expansion of program for photocopying foreign documents relating to America.

c. Review of holdings at intervals for purpose of discarding the inappropriate; collections not to be added simply for the sake of quantity.

d. Cataloging of manuscript collections must keep abreast of incoming material, with ample opportunity to attend to older collections. Rules will have to be completed and applied for the cataloging of single manuscripts. Indexing of particular collections, or portions of collections, and systematic review of present indexes should be undertaken.

e. Increasing attention to preservation and over-all security of manuscript collections; perfection of laminating technique and discreet application of it; expansion of binding program; improved method of marking materials with the Library's indicia will have to be sought; wider use of photocopies in lieu of originals.

f. Improved environment for readers -- more room, less congestion and commotion, more microfilm reading machines, quick copying machines, longer hours of public service.

g. More publicity about the manuscript holdings -- more checklists and annotated bibliographies; the Division should become the national clearinghouse for manuscript sources for American historical studies of all kinds, including bibliographical and coordinating services for microfilms of all manuscripts, domestic and foreign.

2. Science and Technology Division:

a. Current coverage of materials in science and technology should be as prompt and complete as possible. The first acquisitions goal for science and technology should be the highest possible degree of currency so that information can be made available to users without delay.

The second acquisitions goal is to acquire a much higher percentage of the world-wide output of scientific and technical literature (on a current basis). Comprehensive coverage in two areas: 1) "large-bore" currency across the board in science and technology; 2) all retrospective materials that record or reflect the major historical developments in science and technology.

b. Suitable processing, including some short-cut methods, of all collections; it is probable that full processing, including the preparation of printed catalog cards, will not be necessary or justifiable for many types of scientific and technical informational materials which will have to be acquired and serviced.

c. Developing and achieving a thoroughgoing national union catalog of science and technology materials, including a union catalog of science and technology serials.

d. Providing and initiating services in the field of science and technology to the Congress, the scientific community, and to the general public. Increased bibliography compilation and publication.

e. Consideration of establishment of a department of science and technology in the Library, bringing into it responsibilities now scattered throughout the Library, including the photoduplication service.

f. Adequate staffing, funds, and space for a national science library.

3. Loan Division:

a. More consideration of L.C. as a research library.

b. More limitations on out-of-town borrowing.

c. More restrictions on use of materials on the premises (elimination of the casual reader).

d. More cooperative efforts between libraries and more use of Photoduplication Service by requesting libraries.

4. Division for the Blind:

a. Selection, procurement, and distribution of embossed and recorded books for the use of blind persons, an activity which, because of its cost and the specialized skills required, can best be done at the national level.

b. Actual circulation of these materials on a regional basis, supported by state and local funds.

5. General Reference and Bibliography Division:

a. Training and career preparation to "withstand the erosion of competence due to turnover of staff." Development of promotion procedures that will encourage self-development and will make service in L.C. an attractive career opportunity.

b. Extension of public reference services through longer hours of evening service, and with full service during all hours of opening.

c. Increasing facilities for research through availability of study desks and study rooms and anticipating more service needs.

d. Increased depth of services to Federal, state, and local governments and to "serious inquirers."

e. More adequate staffing and space and improved work conditions so that "the objectives of LC as a national library can be met in a spirit of total readiness, including reference service to other libraries and to scholarly organizations."

f. Compilation of selective bibliographies and reading lists and continuous updating of reference tools for general and special subjects; increased cooperative bibliographic work.

(Specific suggestions for Children's Book Section, African Section, International Organizations Section, and Poetry Office are omitted in favor of the more general divisional objectives. These suggestions covered not only increases in the sections' various responsibilities but also their desires for more financial support and in some instances higher organizational status.)

6. Hispanic Foundation:

a. Development and operation of a "center for the pursuit of studies in Spanish, Portuguese, and Latin American culture."

b. Acquisition of materials in accordance with the Library's 1940 Canons on Acquisitions.

c. Service of materials in accordance with the 1940 Reference and Research Objectives.

d. Compilation and publication of guides and lists to the Hispanic holdings of the Library of Congress.

e. Leadership "in bringing together elements to improve the scholarly competence and production," contracting for important research and making it available to scholars and serving as a research study center -- noting trends, needs, etc. in the study of Hispanic cultures. Maintains liaison and fosters cultural relationships among scholars.

7. Map Division:

a. Implementing Acquisitions Policy Statement No. 20. One goal for future is to have funds for purchase of more unique and rare maps and atlases and to encourage such gifts from private donors.

b. Reactivation of effort to secure photoreproductions of manuscript maps from foreign archives and from certain U.S. libraries and repositories.

c. Selective cataloging of map collections.

d. Authorization of "summer" sorting, arranging, filing map project as a permanent activity of the Division.

e. Expansion of laminating program and development of a systematic repair program for maps and atlases.

f. More storage space, equipment, staff.

g. Provision of reference services to the Congress, Government agencies, scholars, and the general public.

h. Expansion of map exhibits.

i. More attention to collection of rare maps and atlases (perhaps with a separate Curator and a secured room where scholars could consult cartographic treasures).

j. Compilation and publication of more guides, technical manuals, checklists, bibliographies, facsimiles.

k. Stimulation and encouragement of research.

"In summary, the future goals of the Map Division should be a continuation and extension of the objectives that have guided operations over the past 66 years. . . ." A major goal must be to continue and, if possible, to expand the services upon which the Map Division's world wide reputation as an unrivalled center of cartographic research has been built.

8. Music Division:

a. Continued development and maintenance of the Library's outstanding collection of music materials.

b. Service of the collections in its custody -- meeting increased service needs, such as increased requests from elementary and secondary schools and educators.

c. Continued service as the chamber music center of the world and, through endowments, encouragement of the performance and creation of music. Production of scholarly lectures and scholarly publications.

9. National Referral Center:

a. "To identify all significant information systems and services in the fields of science and technology."

b. "To acquire and correlate substantive and procedural data defining the nature, scope, and capabilities of these systems and services."

c. "To provide specific advice and guidance about these systems and services to any activity or individual who may require access to them, in terms that will permit the most effective and expeditious satisfactio of the requirement."

d. "To determine, through investigation and analysis, the relationships existing among the systems and services and any consequent need for alteration or adjustment either in the relationships or in the systems and services themselves."

10. Orientalia Division:

a. The Library of Congress should have quick and easy access to all research and reference materials in all languages, covering the past and current cultures of the entire world, which are necessary for scholarly research, needs of Congress and Government agencies (exceptions: clinical medicine and technical agriculture). Gradual extension of programs similar to P.L. 480 operations, with hard dollars contributed by pools of libraries. More national cooperative acquisitions programs.

b. Centralized cataloging.

c. Sufficient staffing of Orientalia Division to engage in production of needed bibliographies; cooperative accession lists; development and maintenance of union catalogs.

11. Prints and Photographs Division:

a. Collection, evaluation, preservation, and control of the written and printed products of American cultural and intellectual life. Vigorous application of canons of selection; rigorous qualitative selection; cyclical review for weeding according to established priorities.

b. Service to the Congress, Government agencies, the scholars, the general public, "but only very carefully defined services should be performed for the last-named group." More use of photoduplication in meeting service requests. More referral of reference questions to local public libraries. Continuing reexamination of reference services.

c. Continuing development of a professional staff; encouraging staff to maintain their professional standing.

d. Initiation of development of new techniques and provide for experimentation in library processes.

e. Broadening of exhibition program; travelling exhibits.

f. Development of a national historical motion picture program, aimed at making our treasures available to as wide an audience as possible.

12. Rare Book Division:

a. Maintenance of the rare book collections in suitable new quarters.

b. Establishment of a cataloging unit within the Division with responsibility also for maintenance of shelf-list and card catalogs.

c. Strengthening the rare book collections by means of increased funds available for purchase as well as encouraging more gifts.

d. Development of a national clearing house for bibliographical undertakings of national importance; compilation of bibliographies of holdings; development of a staff of well-trained bibliographers who would initiate bibliographies and cooperate with other institutions and individuals in this field.

e. Development of a program for the publication of bibliographies and catalogs, facsimiles, special studies, and perhaps an annual journal devoted to the specialized field of rare books.

f. Enlargement of staff, including a specialist in the field of graphic arts and typography to act as curator of the Rosenwald Collection. Development of an intern program for young persons entering the rare book field.

13. Serial Division:

a. Maintenance of the collections:

"Newspaper Collections.

The Library of Congress will procure on a current and retrospective basis, either in original form or a suitable copy or microform, all significant U.S. daily, tri-weekly, bi-weekly or weekly newspapers whether printed in English or a foreign language. The Library of Congress will procure on a current and retrospective basis, either in original form or a suitable copy or microform all foreign daily, tri-weekly, bi-weekly, or weekly newspapers which represent a significant political or social viewpoint within each country.

"Periodical Collection.

The Library of Congress will procure on a current and retrospective basis all significant periodical publications whether published in the U.S. or in foreign countries; whether published in English or a foreign language, in original copy or suitable copy or microform.

"Government Publications.

The Library of Congress will procure on a current and retrospective basis the official publications of the U.S. and all national foreign governmentsof the world. The Library will collect U.S. State, selected U.S. City and foreign provincial and state publications on a comprehensive basis."

b. Service of the collections:

"Newspaper Collections.

The Library of Congress within the limits of available manpower and in the following priorities, will give reference service to the Congress, or its representative, other government agencies, and members of the public.

"The Library of Congress (Serial Division) will prepare union lists of newspaper and specialized listings of newspapers received or held in the Library from specific geographic areas.

"Periodicals.

The Library of Congress within the limits of available manpower and in the following priorities, will give reference service to the Congress, or its representative, other government agencies, and members of the public.

"Government Publications.

The Library of Congress within the limits of available manpower and in the following priorities, will give reference service to the Congress, or its representative, other government agencies, and members of the public.

"The Library will provide specialists in the field of Government Publications who will prepare bibliographies based on government publications whether bound or unbound, whether serial or monographic in nature."

14. Slavic and Central European Division:

a. Continued strengthening and maintenance of the Library's collections of Slavic and East European materials. "It is hopefully anticipated that the present distinction between 'current' and 'retrospective' materials . . . will become meaningless in the not-too-distant future."

b. Development of a "unique, highly specialized bibliographic center" in the Slavic field.

c. Provision of highly specialized, research-oriented reference service.

d. Development of a professional staff of area specialists.

e. Provision of quick cataloging controls over all the Slavic materials at the expense of "perfection" if necessary.

f. Service not only to Congress, Government agencies, and scholars, but more available services to the academic community and particularly to the student population.

15. Stack and Reader Division:

a. Increasing number and quality of deck attendants to assure proper full-time service of the general collections.

b. Strengthening the binding program to protect the increasing classified collections; expansion of the "brittle project."

c. Redefinition of cataloging policy in regard to microform materials to provide more control of and better access to them; reconsideration of policy in regard to "reader-printers, in line with the practice of other major libraries; provision of study space adjacent to general microfilm reading room where both books and films could be used.

d. Consideration of restrictions on the service of materials to undergraduates; more attention to service of faculty members, the independent researcher, the serious graduate student.

e. Return of all existing study facilities to their original purpose when new space is available for the Library.

Processing Department:

The Director of the Processing Department calls attention to the statement by the House of Representatives Committee on Appropriations in its report on the Legislative Branch Appropriations Bill for 1960:

"To be useful, the collections must be properly organized and indexed; to be up-to-date, the collections must be complete . . .; to be of ready service, there must be enough employees to handle the demands with reasonable expedition."

This is a general, basic objective around which divisions of the Processing Department can build their individual goals.

1. Exchange and Gift Division:

a. Further expansion and strengthening of exchange arrangements.

b. Improvements in methods of acquisition of official exchanges and transmission of them.

c. Issuance of an annual list of U.S. Government publications available on international exchange, with quarterly supplements, from which selections would be made.

d. Selective handling of surplus duplicates when more space and staff are available.

e. More attention to acquisition of State publications.

f. Increased efforts to secure gifts of important materials.

g. More surveys of receipts from specific areas, more request letters, better follow-up -- all requiring more staff.

2. Order Division:

a. Expansion of searching to reduce or eliminate items ordered without searching and to accelerate ordering.

b. Improvement of blanket order arrangements.

c. Further editing of Master Continuation Order Tabulating Run to reflect current information and to facilitate control of orders, claiming, etc.

d. Preparation and processing of want lists of known gaps in the collections.

3. Serial Record Division:

a. Elimination of backlog of unrecorded serial publications.

b. Maintaining currency in checking in new serials; instituting an effective claiming system for missing issues.

c. Completion of editing of Serial Record.

d. Expansion of outside libraries' reporting to New Serial Titles.

4. Descriptive Cataloging Division:

a. Elimination of arrearages; complete currency in descriptive cataloging of incoming materials.

b. Eventual attainment of a centralized cataloging service.

c. Expansion of The National Union Catalog of Manuscript Collections to cover all collections in American institutions.

d. Development of transliteration systems and rules of application for all languages not already covered.

5. Subject Cataloging Division:

a. Elimination of arrearages and maintenance of currency in subject cataloging, classifying, shelflisting, and book preparation operations.

b. Maintaining up-to-date classification schedules. Keeping schedules in print through a cumulative pattern of publication.

c. Completion of Class K.

d. Preparation of a consolidated index to all the schedules and maintenance on a regular basis.

e. Development and issuance of a Manual of the Library of Congress Classification and a Subject Heading Code.

f. Revision of list of subject headings and maintenance on a current basis.

g. Revision of subject headings in card catalogs to reflect current concepts and nomenclature.

h. Preparation of revised editions of auxiliary publications, such as Subject Subdivisions and Music Subject Headings.

6. Card Division:

a. Elimination of backlogs.

b. Provision of prompt, full service on all orders received.

c. Extension of "All-the-Books Plan" and the "Cards-with-Books program.

d. Extended use of Ektalith operation so that any card not in stock can be immediately reproduced and supplied.

7. Catalog Maintenance Division:

a. Editing of Main and Official Catalogs; revision and general housekeeping improvements in card catalogs -- prompt removal of superseded or incorrect cards; replacement of worn cards.

b. Replacement of Annex Catalog with a photographic copy of the Main Catalog, at the same time preparing a photographic copy of the Main Catalog for the Third Building.

c. Possible "freezing" of older portions of subject files and either setting them up in a separate file or publishing them in book form. This would free catalog space and make possible easier and more rapid revision.

d. Expansion of Books: Subjects to include all publications currently cataloged without limitation of date. This would eventually be replaced by the Union Catalog's Cumulative Author List, mentioned below.

8. Union Catalog Division:

a. Editing and publication of pre-1956 portion of National Union Catalog.

b. Development of a Cumulative Author List to replace Books: Subjects.

c. Elimination of filing arrearages; maintaining currency in union catalogs in card form.

d. Elimination of backlogs of cards destined for use in book catalogs and handling of them put on a fully current basis.

e. Delimiting of searching of requests and circularization of unlocated titles through agreements with ARL and other groups.

f. Listing and publishing reports on materials in microform.

9. Binding Division:

a. In cooperation with custodial divisions, seeing that all materials requiring binding or other protective treatment and repair are taken care of with maximum speed, accuracy, economy.

b. Improvement of binding standards and procedures.

c. Careful planning of expenditure of funds available for binding; more use of commercial binding.

These divisions all mention the need for more space, staff, and funds to work toward accomplishment of these goals.

X. Some questions to be asked in reexamining broad objectives of the Library as a whole and suggestions for proceeding in the reexamination of objectives.

1. In reviewing the past statements on the Library's objectives, are there some that could be a basis for new statements now -- the Canons of Selection and Reference and Research Objectives of 1940, the Planning Committee's recommendations of 1946, or the statements developed by the Internal Committee on Control and Organizations in 1958?

2. Are the following assumptions valid as a basis for considering goals for the next 10 to 20 years? (Other assumptions to be added of course.)

a. The preeminence of the Library's collections will continue.

b. The Library will continue to be the national library of the U.S. in all fields except those for which the National Agricultural Library and the National Library of Medicine have responsibility.

c. The Library will continue to make its needs fully known to the Congress with the anticipation of having adequate funds available to meet the most urgent objectives and, hopefully, most of its objectives.

d. The Library will continue to provide leadership and guidance to the library community and will take the initiative in developing cooperative programs to meet national library needs.

e. The Library's acceptance of national responsibilities for centralized cataloging and preservation of materials will have been implemented into on-going programs.

f. A third building will be available for housing of some materials, staff, and users of the Library.

g. Progress toward automation of some activities will continue and perhaps the central bibliographic operations will be mechanized, but there will still be service by human beings, and some card catalogs will still be maintained.

h. The book will continue to be a basic element of the Library's collections and service -- it will not be eclipsed by microform, punched cards, tapes, discs, etc.

i. The specialized research service for the Congress will continue to be a part of the Library, and the Library's first responsibility will continue to be its service to the Congress.

j. The Library will endeavor to meet the research needs of other Federal agencies, when they cannot be met by the individual agency libraries, by making materials available and, if space permits, by permitting staff from other Federal agencies to do group research on a short-term basis within L.C.

k. The Library will provide service to scholars and to the general public. (What about undergraduates?)

3. Will the Library seek _ maintain eminence in the same areas of its holdings as today? Will we continue to be as strong in music, maps, Hispanic, manuscripts, rare books, prints, etc.

4. Will the distinction between current and retrospective materials disappear in our acquisitions program?

5. In what areas will we aim for greater strength?

6. Is the development of an active motion picture library program to be a goal for the future?

7. Can the science and technology services be expected to expand?

8. In what other major areas will there be new or expanded services?

9. What services do we want to be able to give scholars that we cannot now give?

10. Will the Library's participation in the cultural life of this area grow? In what ways?

11. Is it realistic to set as a goal complete cataloging controls over all materials acquired by the Library? What degree of cataloging do we mean? Are we willing to sacrifice "full cataloging" for quick and up-to-date finding tools for more materials?

12. Will little-used material be transferred on a regular basis to a storage facility and serviced from there?

13. Can the catalog card distribution service be expected to continue along the present lines and to expand from year to year?

14. What new national cooperative programs do we see ahead, in addition to centralized cataloging, preservation, union catalogs, microfilming efforts, automation?

15. How are all these new or extended services and activities to be financed? By what means other than Federal appropriations? In what areas can other libraries be expected to give financial support? Can we expect to attract greater financial support from foundations, and, if so, for what possible programs?

16. In the far future, can we hope to have scholars on the Library's staff who "pursue scholarly work which contributes to the effective store of knowledge . . . /and/ who are /also/ available" for advice, consultation, acquisitions assistance, bibliographic service, as needed?

17. In what ways and to what degree will the acquisitions gift program accelerate?

18. What will the Library's international obligations be in the future?

MM:eb
March 7, 1966

UNITED STATES GOVERNMENT

Memorandum

LIBRARY OF CONGRESS

TO : Dr. John Y. Cole, Chairman
Task Force on Goals, Organization, and Planning

DATE: July 15, 1976

FROM : Beverly Gray, Chairman
Area Studies Subcommittee BG

SUBJECT: Area Studies Report

Attached is the report of the Area Studies Subcommittee. An appendix containing background statements prepared by the various reference/research area studies units, as well as other relevant documentation, accompanies the report.

Attachment

Area Studies Subcommittee
Task Force on Goals, Organization, and Planning

Members:

Georgette Dorn, LAPS
Beverly Gray, GR&B, chairman
John R. Hébert, LAPS
Paul L. Horecky, Slav D
Tao-Tai Hsia, LL FE
Louis A. Jacob, Orien
Zuhair E. Jwaideh, LL NEA
Mary Ellis Kahler, LAPS
David H. Kraus, Slav D
David Littlefield, Subj Cat
Edward MacConomy, GR&B
Marlene C. McGuirl, LL AB
Rubens Medina, LL Hisp
Renata Shaw, P&P
Ivan Sipkov, LL Eur
Robert Stevens Cop Cat
Warren M. Tsuneishi, Orien
Jullian W. Witherell, GR&B

REPORT OF THE SUBCOMMITTEE ON AREA STUDIES

LIBRARIAN'S TASK FORCE ON GOALS, ORGANIZATION, AND PLANNING

The Subcommittee on Area Studies has reviewed the organization, role, services, and staffing of area studies units in the Library of Congress. The conclusions and recommendations hereby presented are based on discussions held by the members of the Subcommittee and background papers which they submitted.

In spite of understandable variety in their structure, responsibilities, and services, area studies units in LC are basically similar in their roles, needs, and relationships with other elements of the Library and with the various communities they serve. The Subcommittee was unanimous in its belief that the existing units, even in the face of marked personnel shortages, have contributed significantly to the acquisition, control, and servicing of materials from previously neglected areas. The time has come, it was concluded, to strengthen existing coverage and to expand the area studies concept to areas heretofore not subject to the bibliographic control, acquisition, and service capabilities which such units generate.

The discussions of the Subcommittee have also made apparent the complex network of interrelationships of area units with each other, with units of the Processing Department, and with other non-area units. These interrelationships demand conscientious and systematic attention in effecting communication among all units directly or indirectly involved in the provision of area-focused services.

Finally, the Subcommittee has recommended an organizational structure which would combine all non-legal area studies reference units in order better to clarify, study, make known and accommodate their common needs and purposes, as well as to serve as a focal point for library-wide concerns involving area problems.

LC is the major U. S. repository for collections of foreign area resources. It should also serve as the national center for their bibliographic control and for last-resort information services. In assuming this responsibility, it is vital that LC recognize the need for reference and acquisition specialists for all world areas and, belatedly, give area studies the attention they deserve.

Part I: Organization

A. The non-legal area studies units should be constituted as a separate Area Studies Department. If it is foreseen that a transition phase is necessary, they should be temporarily grouped in the Research Department under the administration of an Assistant Director for Area Studies.

B. The African Section should be raised to division status and transferred from the Reader Services Department to the department (the Research Department) responsible for other non-legal area studies units.

C. A U. S./Canadian Studies Division should be established which would incorporate staff from the American Revolution Bicentennial Office and reference personnel in the General Reference and Bibliography Division serving U. S. and Canadian studies. This division should be expanded where necessary to service needs not now covered.

D. Additional Western European acquisition and reference specialists are needed for Sweden, Norway, Denmark, Iceland, the United Kingdom, France, Belgium, Italy, and Ireland. Options for organizational arrangement might be:

1. A Western European Section in the General Reference and Bibliography Division to include experts on countries not now covered. Such a section should be raised to division status after an organizational period and within five years;
2. Assignment of countries not now covered to the Latin American, Portuguese, and Spanish Division and to the Slavic and Central European Division;
3. A Western European Division.

E. Orientalia Division should be split into three divisions:

1. East Asia Division;
2. Southern Asia Division, including Australasia and the Pacific Basin;
3. Near and Middle East Division.

Such a configuration of divisions might involve a new arrangement at the sectional level.

F. No structural changes are recommended for the Law Library. However, the Subcommittee endorses further consideration of the American-British Law Division's proposal that a Law Center be established.

Part II: Relationships Within the Library

A. Area studies specialists should participate regularly in general Library committees, such as the Acquisitions Committee, and these committees should meet frequently.

B. Library-wide committees concerned with specific areas should be constituted and meet regularly.

C. Ad hoc committees should be constituted to address problems common to two or more area studies units when these problems concern interdepartmental relations.

D. Except for those in the Law Library, LC area studies specialists generally relate to the Congress via the Congressional Research Service.

1. There should be closer coordination between all area studies units and units of CRS, especially its foreign Affairs and National Defense Division, through occasional, if not regular, meetings for the purpose of discussing current projects, interests, and developments.

2. When the services of non-legal area studies units are called upon to employ skills CRS has chosen not to acquire for itself, both compensation and recognition are due to the source of information.

3. It would be useful if Law Library division chiefs were to participate in CRS Congressional orientation sessions since the Law Library's relationship with the Congress is a direct one.

E. The Subcommittee notes the area interests of various members of the so-called "special format" divisions, as well as those of the cataloging and other Processing Department units, and the Copyright Office. We call attention to the need for improved interaction and cooperation among all LC personnel who have professional concerns with area coverage.

F. In their function as recommending and selection officers, area studies specialists have frequently encountered problems in dealing with the Selection Office, and the Selection Office has been critical of the performance of selection and recommending officers. Concern has been expressed over reversals of area studies specialists' recommendations on acquisition decisions and assignments of cataloging priorities by personnel in the Selection Office who make no claim to area expertise, often without appropriate discussion or feedback to responsible recommending officers. A similarly frequently discussed complaint concerns alleged overuse of the "review before binding" and "discard" options for serials titles. On the other hand, recommending officers are said not to meet their obligation to visit the Selection Office regularly and frequently to review such decisions. It is recognized that there are many factors involved in this problem, including shortage of staff and an obligation to maintain the flow of materials in the Selection Office, inadequate space for storing items for review, and shortage of review staff in the area studies units. Nevertheless, this persistent and critical problem must be given careful study and mutually acceptable measures taken in order to enhance proper management of area studies materials and to lessen deterrents to effective interaction between the Selection Office and area studies specialists. Included in such a study should be a review of the handling of transfer materials.

G. The Exchange and Gift Division should be assigned additional staff for its area studies units. The African-Asian Exchange Section should be divided into two sections, each staffed by at least three persons.

H. Cataloging divisions should give immediate and continuing attention to the processing of arrearages of materials relating to the area divisions. Specifically:

1. Cataloging positions designed for uniquely qualified linguists should be filled and occupants should be assigned to work only with material in their special language unless or until no material in that language remains to be cataloged;

2. Area studies specialists should have the opportunity to review current subject cataloging arrearages and to reslip priority items; sufficient overtime should be available to subject cataloging personnel, as occasion demands, to process backlogs of priority items.

I. Classification schedules should be fully and rapidly developed for and applied to the entire law collection.

J. In general, classification and subject-heading schedules are organized in terms of the traditional outlook of Western Europe and should be carefully restudied so as to incorporate the world-views of other cultures.

K. Access should be improved to collections such as "Priority 4" and uncataloged collections in the custodial divisions.

L. Statistics should be maintained by language on backlogs in Serial Record Division, Descriptive Cataloging Division, and Subject Cataloging Division, and be made available to concerned area studies specialists on a regular basis.

M. Searching capacity should be increased by the addition of division-based searchers. Area studies specialists at all levels should occasionally be involved in searching; however, regular collection assessment and development require a permanent base of knowledgeable staff assigned to searching.

N. A special claiming unit should be established within the Serial Record Division whose function it would be to track current receipts and to claim missing serial issues immediately. The Subcommittee is deeply concerned about the losses and the eventual cost of the current failure to maintain regular serials claims. The general impression is that under the pressure of multiple duties, claiming is the first activity to fall by the wayside.

Part III: Acquisitions

A. Often by the time a publication is identified by LC area studies personnel, it is defined as "retrospective" by present LC standards. "Current year plus four" should be adopted as a revised definition of "current" material, especially for Asia, Africa, Eastern Europe, the Near and Middle East, and Latin America. Recently produced reprints and microfilm should be considered "current" titles by LC definition, regardless of the date of imprint of the original. Although current publications are of primary importance, Fund 40 is not sufficient to fill conspicuous retrospective gaps.

B. Acquisitions Policy Statements should be regularly reviewed and rewritten as necessary so as to render them more flexible in their application. Each area unit may wish to develop its own general statement of acquisitions guidelines.

C. The Library's overseas acquisitions programs administered by the Overseas Operations Division have been of great assistance in coping with problems of acquisition and bibliographic control.

1. Coverage under these programs, however, has not been extended to all parts of the world for which area studies units are responsible.
2. In the case of field offices in the areas of our concern, American directors are generally chosen for their administrative ability rather than for their knowledge of the area and its language [s].

It is essential that the Library expand current programs to the greatest degree possible and complement them with specific provision for greater involvement of area specialists.

1. Close contact by correspondence and occasional travel to the Field Offices by area studies specialists should be provided for. Exchange of personnel for short periods should be considered.
2. Increased funding for acquisitions trips by area studies specialists at the chief, section head, and senior area specialist levels should be sought and made available.
3. The NPAC concept should be extended to areas not now so covered.

Part IV: External Relations

The Subcommittee sees a structured area studies group as a medium for relations with area specialists in other units of the Library and area-oriented persons and groups in other organizations and institutions on the local, national, and international levels. Federal agencies, the academic community, and professional library groups are seedbeds of research and development which themselves constitute reference resources.

These groups need to know what LC is doing; possible cooperative ventures need to be explored. Area studies specialists also need to contribute their expertise to cataloging revision committees, computer-use committees, and others. The Subcommittee therefore sees a need for the following instrumental changes:

1. Representatives of area studies units should be in contact with other Washington-based personnel having area concerns.

2. Additional funds should be made available for area studies specialists to travel to meetings and participate in the activities of academic and professional associations in the United States and abroad. When feasible, such participation should be combined with acquisitions activities.

Part V: Control of Resources

As the national library, LC has special importance as the repository and the supplier of scarce or difficult-to-obtain resources, as well as the developer of bibliographic services which render them accessible and, in some cases, make known their existence. This is particularly relevant to foreign area and language collections. Especially in view of the economic retrenchment of the 1970's, only a relatively few major research libraries have allocated significant funding to the procurement and management of materials about and/or in the languages of Asia, Africa, Latin America, Eastern Europe, and the Near and Middle East. Prior to the 1960's, even fewer libraries were involved in such efforts. As a consequence, with the exception of a handful of special collections, LC is without peers in this country in the size and quality of its holdings of printed books and periodicals in all phases of foreign area coverage.

This condition carries with it enormous responsibility and many opportunities. What the Library is able to do in the coming years to organize information for interpretation of other societies may make the difference between war and peace for future generations. The resources are available, but we need the manpower to identify them, tap them, organize them, and make them known.

A. Publications

It is critical for the national library to take the initiative in producing bibliographic publications which render collections accessible. The Library has a long and valued history in this field.

1. National Union Catalogs

In the case of a number of special collections, when printed cards are not available for reports by participating libraries, special catalogs have been developed. For example, special catalogs of this kind are maintained in the Orientalia Division: a Far Eastern Languages catalog, and separate catalogs for Chinese, Japanese, Korean, Arabic, Persian, Turkish, Hebraic, Yiddish, Indic, and Southeast Asian language materials. Similarly, serials catalogs have been established to compensate for lack of coverage in the Union List of Serials and New Serial Titles. All such catalogs require maintenance and editing for consultation and should be published. Coverage in the National Union Catalog and New Serial Titles of current receipts of reports for these catalogs should be initiated, even if this requires subsidies to keep the publication price within reach of potential purchasers.

2. Periodical records

In many cases, area studies units also maintain periodical records for LC holdings in languages in non-Roman scripts. It is critical that these records be kept up-to-date. The utility of these files, like those comprising the national union catalogs, depends ultimately upon the availability of up-to-date cataloging information. Current cataloging backlogs seriously affect their utility.

3. Periodic bibliographic publications

Area studies units have increasingly undertaken bibliographies of current publications, designed to appear periodically. Examples are the Handbook of Latin American Studies and the American Bibliography of Slavic and East European Studies. These publications differ from each other in design but have the common purpose of attempting to supply an index to current research in the area studies fields. We urge that the Library strengthen these activities and extend operations of this sort to other areas.

4. Special bibliographies

A great variety of special bibliographies is also needed. Many have been published or are in process at LC. They include studies of special areas of LC collections, listings of materials in the Washington area, and occasional indexes to periodical literature. Encouragement should be given to further efforts to develop such bibliographic tools, when possible in cooperation with other academic/research libraries.

B. Application of computers

All area studies units are keenly interested in the promise of utilizing data processing techniques for the organization of information relevant to their fields, particularly for current periodical literature, materials in the languages of the areas and, when feasible, to facilitate claiming. An information storage and retrieval system is recommended for primary foreign legal materials. We urge that access to computers and training in their use be made available as soon as practicable to all area units.

C. Custody and preservation

A number of area units have custodial responsibility for collections in the languages assigned them. Some of these are older collections which are only partially cataloged. Here, as well, it is critical that sufficient manpower be assigned to management and cataloging so that these collections can be gradually rendered available for research. There is an urgent need also to identify and preserve disintegrating materials.

Part VI: Staffing

Additional staffing is essential to meet present needs in area studies units and to implement many of the recommendations presented above. In a number of area units, provision has not been made for adequate coverage of the extensive regions assigned them. Significant languages and cultures are not competently covered at all. Disciplinary specialization or period specialization is rare, although they are critical to adequate service in certain cases. There is a clear need for continuing development of area studies competence so that the Library can serve increasingly as a national bibliographic center for the U. S. For example, additional staffing is needed for searching and bibliographic efforts of various sorts, and additional man-hours are needed to undertake activities such as the extended selection and cataloging priorities review recommended above.

Except for the Law Library, inadequate staffing does not generally reflect problems in recruitment. During the past 25 years language and subject programs in area studies at American universities have produced most of the requisite skills. The difficulty lies in not having the positions to offer.

In some cases, shared time is a possible solution. For Vietnam or Burma, for example, full-time reference assistance may not be necessary. It may be feasible to emulate the university library's response by assigning one specialist half-time to cataloging and half-time to collection development and reference in order to maximize the value of that person's skills and to meet the Library's requirement for such skills.

Exchange programs with other libraries in the U. S. and abroad might also be considered for some purposes, aiming at a trade-off of temporary application of special language and culture skills in return for LC training. Such programs proved reasonably effective 20 years ago, not only in addressing certain library needs, but also in effecting improved mutual understanding and making continuing interchange more likely.

Ultimately, however, area studies staffing shortages must be seen in the larger context of permanent personnel requirements for servicing LC's area-related materials, which have multiplied dramatically during the past quarter century and continue to be accessioned in large quantities. Especially since university area studies programs have contracted, LC alone is able to undertake adequate programs for bibliographic control.

The cost of additional staffing for improved selection, collection management, cataloging, and other bibliographic controls and service should be seen as the means of reducing the present heavy cost of duplication of effort, unduly prolonged searching, duplicate purchases, procuring needed materials only after they have gone out-of-print, and especially failure to provide materials needed for research.

Opportunities for additional training in area studies, languages, and librarianship should be increased for area studies specialists in order to allow them to improve the awareness and skills they require for advancement and better service to their constituencies.

Finally, consideration should be given to occasional grants of special leave to area specialists wishing to undertake particular projects of value to the area studies fields with which they are associated.

UNITED STATES GOVERNMENT

Memorandum

LIBRARY OF CONGRESS

TO : Ms. Beverly Gray
Subcommittee on Area Studies, Task Force on
Goals, Organization, and Planning

DATE: July 22, 1976

FROM : Warren Tsuneishi
Chief, Orientalia Division

SUBJECT : Minority opinion to accompany Report of the Subcommittee on Area Studies, Librarian's Task Force on Goals, Organization and Planning

I should like to request that this minority opinion be forwarded with the Report of the Subcommittee on Area Studies.

ATTACHMENT

cc: Director, Research Department
Director, Processing Department
Director, Reader Services Department
Law Librarian, Law Library
Chief, Latin American, Portugues, and Spanish Division
Chief, Slavic and Central European Division
Head, African Section, GR&B

MINORITY OPINION THE REPORT OF THE SUBCOMMITTEE ON AREA STUDIES,

LIBRARIAN'S TASK FORCE ON GOALS, ORGANIZATION AND PLANNING

I should like to emphasize that I am in agreement with virtually all of the recommendations incorporated into the Report of the Subcommittee on Area Studies and hope that they will be adopted in order to insure the further development and strengthening of the Library's foreign language collections.

I have different views, however, on certain of the recommendations given in Part I: Organization (pp. 2-3). Most of my views are presented in some detail in my "Background statement on the Orientalia Division" submitted to the Subcommittee on May 14, 1976. They are summarized here in my comments on the specific recommendations, following the sequence of the recommendations as given in the report.

RECOMMENDATION A

"The non-legal area studies units should be constituted as a separate Area Studies Department. If it is foreseen that a transition phase is necessary, they should be temporarily grouped in the Research Department under the administration of an Assistant Director for Area Studies."

COMMENT. In my opinion, though Orientalia, LAPS, Slavic and African Section may be covered under the rubric of "area studies units", they do not now have sufficient functional coherence to be brought together as a separate department. As I indicated in my "Background statement" (p. 2), we have been warned not to regard "language and area studies [in the U.S.] as a single, internally homogenous phenomenon". I believe that the present level of unity and coordination among the area studies units achieved through location in the Resarch Department suffices for most purposes. I see no real advantages in the creation of a new Department.

The practical disadvantages are numerous. Problems of coordinating shared responsibilities with the Processing Department especially will be increased, rather than diminished, if still another department parallel with the Research Department is created. The creation of another administrative structure, whose overall functions will be quite diffuse, will hinder rather than promote smoother relationships within the Library.

RECOMMENDATIONS C AND D.

These relate to the establishment of a U.S./Canadian Studies Division and the possible creation of a Western European Division.

I believe that where the Library lacks subject or language specialists responsible for North America and Western Europe, they should be added to existing Divisions as appropriate. But I have argued in my "Background statement" (pp. 13-14) the creation of American and Western European studies divisions is unnecessary since American libraries generally, and the Library of Congress specifically, are already firmly grounded insofar as support of "American Studies", "British Studies", "French Studies", etc. are concerned. It has been the past neglect of the non-European and non-American worlds that has supplied the rationale for special efforts in the "area studies" field.

A very practical and thorny problem of division of responsibilities will be created if American and Western European Studies Divisions are created. Where then will one draw the line between these divisions and existing divisions, especially Manuscript, Music, Prints and Photographs, Geography and Map, and GR&B?

RECOMMENDATION E.

"Orientalia Division should be split into three divisions: 1. East Asia Division; 2. Southern Asia Division, including Australasia and the Pacific Basin; and 3. Near and Middle East Division."

In my "Background statement" (pp. 10-14), I adduce both theoretical and practical arguments for continuing the present organization of the Orientalia Division at this point in the historical development of the division in the Library of Congress.

I believe that there is a danger of what organizational theorists refer to as "unititis"--the tendency for organizations to establish smaller and smaller units in the supposed interests of efficiency. The opposite is often the result, since problems of coordination multiply as smaller and smaller units are established.

A proper question should be: in what precise ways will the proposed splitting of the Orientalia Division at this time promote more efficient discharges of responsibilities with which it is currently charged? It is difficult to foresee what the advantages might be.

The disadvantages, especially in reduced efficiency in the utilization of scarce and expensive linguistic staff, would be many. In American libraries generally, Oriental language collections are treated as special collections, with special routines, and special staffing. From the standpoint of organizational theory, they present many functional anomalies since language specialists commonly operate across functional lines.

At LC, we have special routines for processing and custodial arrangements insofar as Asian and Middle East language works are concerned.

These special routines affect the Order, Exchange and Gift, Serial Record, cataloging, and other divisions of the Processing Department, as well as the Serial Division, divisions of the Law Library, the Photoduplication Service, etc. These special routines are called for essentially because of the unfamiliarity of the languages involved.

The creation of three separate divisions at this point in the history of the Library of Congress will create additional complexities in the flow of materials throughout the Library. It needs to be proved that the splitting of Orientalia into three separate divisions can be justified in terms of the additional complexities which will be created.

UNITED STATES GOVERNMENT

Memorandum

LIBRARY OF CONGRESS

TO : David Littlefield
Task Force-Area Studies Subcommittee

DATE: 19 July 1976

FROM : Barbara Maddox
Administrative Assistant
Descriptive Cataloging Division

SUBJECT : Arrearage figures for Preliminary Cataloging

As of 30 June 1976, the number of titles awaiting preliminary cataloging was:

Arabic	1,691
Armenian	815
Chinese	566
Greek	353
Hebraic	2,460
Indonesian & Malay	1,636
Japanese	365
Korean	291
Persian	910
Turkish	772

We hope this additional information will prove helpful.

UNITED STATES GOVERNMENT

Memorandum

LIBRARY OF CONGRESS

TO : Ms. Beverly Gray DATE: July 20, 1976
Subcommittee on Area Studies
Task Force on Goals, Organization and Planning
FROM : Louis A. Jacob J (per CAC)
Head, Southern Asia Section
Orientalia Division
SUBJECT : Organization of Orientalia Division

The Orientalia Division as presently constituted telescopes the interests of seven major area study units into five sections: Southern Asia Section, Japanese Section, Chinese and Korean Section, Hebraic Section, and Near East Section. To many of those who must live with it, this organizational arrangement has become antiquated. More access to decision-making Library councils is necessary if the various interests involved are to be represented adequately. It is therefore recommended to the Subcommittee on Area Studies that the Orientalia Division be separated into three divisions: Near and Middle East Division, Southern Asia Division, and East Asia Division. It has also been strongly urged that separate Southeast Asia and Korean Sections be established within that structure. Appropriate build-ups of staff should be carefully considered in order to allow each new unit to meet the special requirements of its assignments and the constituencies it serves.

The increased national concern with the Near East and Asia during the past 35 years, vastly increased intake by LC of materials in the languages of those areas, and the increased demand for bibliographic and reference controls have resulted in significant changes in Orientalia Division. Custodial collections have grown to 1.3 million volumes. Servicing special clienteles, the sections have become gradually more autonomous. Within some sections, secondary interests have become differentiated and are acquiring maturity.

It is no longer reasonable to attempt to reconcile these competing and important interests at the division level. The reorganization recommended here offers more equal opportunity for mutually educative interaction at the department level, area specialists service in policy-making Library committees, and influence in national and international organizations of scholars and librarians. In all respects, these improved opportunities should enable the Library to serve more effectively the national needs intended to be served by the Near East and Asian area studies groups it has established.

# 411

REPORT

of the

Subcommittee on Automation and Reference Service

to the

Librarian's Task Force

on

Goals, Organization, and Planning

Note: This report is a recommendation to the Task Force.

IR004520

Washington
Library of Congress
September 1976

SUBCOMMITTEE MEMBERS

Jane Collins	Science and Technology Division
Nancy Davenport	Congressional Research Service
Jim Godwin	MARC Development Office
John Kaldahl	Congressional Research Service
Hylda Kamisar	Division for the Blind and Physically Handicapped
Mary Lewin	Information Systems Office
* Jane Lindley	General Reference and Bibliography Division
Marlene McGuirl	Law Library
** Myron Phillips	Science and Technology Division
Bill Poole	Copyright Office
*** John Redmond	Reference Department Office
Barbara Walsh	General Reference and Bibliography Division
**** John Wolter	Geography and Map Division
John Kimball, Chairman	General Reference and Bibliography Division

* Transferred to Subcommittee on Service to Congress, March 29
** Resigned June 15
*** Resigned April 12
**** Joined Subcommittee April 19

CONTENTS

Section Page

A. Summary of Activities....................................1

B. Subcommittee Recommendations.............................3

C. Topics: Areas Examined by the Subcommittee...............8

  I. The Committee on Automation............................8

  II. Subcommittee on New Automation Projects...............10

  III. Systematic Inventory of Current Automation Activities.....11

  IV. Working Group on Planning for the Online Catalog.......12

  V. Availability of Outside Data Bases.....................14

  VI. Access to LC Data Bases by Outside Agencies...........16

  VII. Use of Terminals by the Public.......................17

  VIII. Establishment of:

    A. Automated Systems Monitor............................19

    B. Automation Training Program..........................20

    C. Data Base Reference Teams............................21

  IX. Department Responsibility for Automation Activities......23

  X. LC Automation Organization; Centralization or Decentralization?.....26

D. Subcommittee Recommendations on Proposals Concerning Automation and Reference Service Made to the Task Force by Staff and Public.....49

E. Proposals Concerning Automation and Reference Service Made to the Task Force by Staff and Public: Texts, Comments, and Recommendations.....57

Section

F. Proposals Made to the Task Force on the Organization of LC's Automation Activities: Comments and Texts

G. Appendixes

  I. Resignation from Task Force Subcommittee: Myron Phillips

  II. Minutes of Subcommittee Meetings

  III. Reference Department Position Paper on an On-line Catalog for Readers' Use: Text and Memoranda

  IV. Current Automation Projects Inventory: Work Sheets and Background Materials

Summary of Activities

The Subcommittee on Automation and Reference Service held its first meeting on March 15, 1976, and met 27 times thereafter. Resumés of the meetings are attached. Initially the membership of the Subcommittee consisted of Jane Collins, Nancy Davenport, Jim Godwin, John Kaldahl, Hylda Kamisar, Mary Lewin, Jane Lindley, Marlene McGuirl, Myron Phillips, Bill Poole, John Redmond, Barbara Walsh, and John Kimball, Chairman. Jane Lindley transferred to the Subcommittee on Service to Congress on April 12 and was not replaced. John Redmond resigned for personal reasons on April 12 and was replaced by John Wolter. Myron Phillips resigned on June 15 and a copy of his resignation is attached. Initially the Subcommittee was concerned witn inventorying the automation activities of themember's sections or divisions.

Two major projects suggested to the Task Force were reviewed by the Subcommittee and oral presentations were made by the recommenders. On March 29, Ron Gephart and Marvin Kranz of the General Reference and Bibliography Divison discussed the "Establishment of a Broad-Scale Bibliographic Program in the Field of American History and Culture." On April 5, Marlene McGuirl and Rubens Medina of the Law Library discussed the "Establishment of a Computerized Index to Latin American Legislation."

Four major individual presentations were made to the Subcommittee about an online catalog for the Library, SCORPIO, MARC, and outside online data bases. On April 12, Barbara Walsh of GR&B discussed the Reference Department's "Position Paper on an Online Catalog." "SCORPIO; Past, Present, and Future" was the topic of a presentation made by Bill Nugent, Charlene Woody, and Mike Fitzgerald of the Information Systems Office on April 19. On April 26 "MARC and its Future" was discussed by Henriette Avram, Jo Pulsifer, and Jim Godwin of the MARC Development Office. An introduction to currently available outside online data bases by John Kaldahl, and Nancy Davenport of the Congressional Research Service and Myron Phillips and Jane Collins of the Science and Technology Division on May 3.

On June 7, the Subcommittee received a copy of Mrs. Avram's memorandum of April 26 to the Task Force on the desirability of establishing a Working Group for Planning the Online Catalog and forwarded a memorandum of its own about this subject to the Task Force on June 22. In June, members of the Subcommittee began reporting on various automated projects in their areas and in other portions of the Library. Copies of inventory worksheets prepared about these projects are attached.

During the course of its activities, the Subcommittee examined parts or all of 25 suggestions made to the Task Force about automation and reference service and made comments and recommendations concerning them. These appear as a separate section of the report.

Subcommittee Recommendations

The Subcommittee identified the following areas of concern about which recommendations are made and which are discussed and justified in the next section of this report.

Recommendation I: The Committee on Automation

Comment: The Library of Congress needs a strong central entity to oversee the growth and development of its automation programs. An individual or group is needed to review ongoing projects, to evaluate new proposals, to establish priorities, and to initiate major actions in the field of automation. The absense of such greatly effects the the quality and quantity of reference service that the Library is able to render. Since 1964 a group authorized to act in this area--the Committee on Automation--has been in existance.

Recommendation: It is recommended that the LCR establishing the Committee on Automation be rewritten to include membership from each department at the director's level. The Committee should begin to meet at truly "regular" intervals as called for in the LCR and to assume its role in the Library's automation program. The Committee should become a parent group for new Working Groups and Subcommittees concerned with automation as recommended in later sections of this report. All proposals for new automation projects and programs or major revisions of existing programs should be reviewed and receive final approval by this Committee after review by the suggested new Subcommittee on New Automation Projects. All Working Groups and Subcommittees established under the Committee on Automation should, whenever possible, have published agendas and should make arrangements for participation by interested parties.

Recommendation II: Subcommittee on New Automation Projects

It is recommended that a permanent interdepartmental Subcommittee on New Automation Projects of the Committee on Automation be created to serve as a projects screening and coordinating subcommittee. All proposals for new automation projects and services shall be considered by this Subcommittee who will make recommendations to the Librarian of Congress, as Chairman of the Committee on Automation, as to their appropriateness and how they can be coordinated with existing projects.

Recommendation III: Inventory of Ongoing and Projected Automation Projects

It is recommended that the proposed Subcommittee on New Automation Projects prepare a complete and detailed inventory of orgoing and projected automation activities within the Library.

Recommendation IV: Working Group on Planning for the Online Catalog

Comment: We support Mrs. Avram's proposal of April 26 that a Working Group for Pallning the Online Catalog be established. We re

Recommendations: We recommend that such a Working Group be fully representative of all departments of the Library, that staff members with direct knowledge of user needs be selected to serve on the Group, and that membership not necessarily be restricted to one person from each department or office. We recommend that the Name Authority File, the Subject Heading Authority File, and the MARC serials data base be made available online as soon as possible. We also recommend that Series (both traced and untraced) become an access point as soon as possible. We recommend that there be only one online catalog for public use.

Recommendation V: Outside Online Data Bases

It is recommended that a Working Group on Online Data Bases be established under the Committee on Automation. It first project should be to inventory the various divisions to determine what outside data bases are already available within LC. It should establish policy on the use and sharing of these valuable reference resources. It whould determine if use of these data bases by the public is feasible and if so under what conditions. The Working Group should condsider whether or not a central coordinating office and computer facility should be established to control the accessibility of online data bases within the Library.

Recommendation VI: Outside Access to LC-Created Data Bases

It is recommended that the Working Group on Data Bases examine the question of making LC-created data bases available to other Federal agencies in a mutually beneficial arrangement. It is also recommended that the Working Group establish policy on the availability of CRS machine readable files for the rest of LC and for the public and outside groups.

Recommendation VII: Use of Terminals by the Public

It is recommended that a Working Group on the Use of Terminals by the Public be established under the Committee on Automation. It should study the problem of public/terminal interface and determine what type of instructional materials and personal assistance for individual members of the public is necessary and how it should be rendered. The Working Group should also establish policy on the use of printers by the public.

Recommendation VIII: Establishment of an Automated Systems Monitor, an Automation Training Program, and Data Base Reference Teams

A. Automated Systems Monitor

It is recommended that an office of Automated Systems Monitor be established and be available to terminal users during all hours that any LC data base is operational. This office should be responsible for assistance to all terminals in the Library. It is further recommended that the first project undertaken by the office be an inventory of all terminals, their locations, and conditions, their modes of communication, the data bases they access, and any other equipment associated with the terminals.

B. Automation Training Program

It is recommended that an Automated Systems Training Section be established and that it develop comprehensive training programs in the use of LC data bases and systems to serve both staff and public. Its three major areas of responsibility should be: 1) training LC staff in the use of LC automation systems and data bases, 2) retraining LC staff in the use of new LC data bases and systems enhancements, 3) development of training materials for the public in the use of LC data bases and training LC staff in the use of outside data bases. This Section should be a centralized activity and be able to train staff of all departments in the use of all systems and data bases. The Automation Training Section should not be a part of the LC Training Office. It is essential that the training staff be thouroughly knowledgable of the automation systems and data bases and have immediate access to automation staff.

C. Data Base Reference Teams

It is recommended that Data Base Reference Teams be designated for all LC data bases. The teams should be made up of staff members who are responsible for the supervision of data bases created and maintained for their respective divisions. The Teams should serve as backup for the Automation Training Section and provide higher level technical information about their data bases and how to search them effectively.

Recommendation IX: Department Responsibility for Automation Activities

It is recommended that all departments, that do not presently have such, establish a position of Automation Officer with whatever support staff is needed. The responsibilities of the Automation Officer should include review and coordination of automation activities in his department. This position should serve as liaison officer with other departments and with offices outside his department such as ISO and MDO that are concerned with automation. The incumbents should keep abreast of the various activities in his department and suggest implementation of appropriate automation procedures. The position should handle selecting, ordering, and coordinating new or replacement hardware and serve as the general focal point for automation activities for his department.

TOPIC I

The Committee on Automation

The Committee on Automation, established in 1964, is charged "to serve as an advisory group to the Librarian on matters concerned with the Library's program for automation, ... to review the development of the automation program in the Library in cooperation with the Coordinator of the Information Systems Office, ... to evaluate and, as appropriate, initiate proposals for the future development of the automation program in the Library of Congress and recommend studies of Library operations related to this program" and "to keep abreast of automation studies and projects in other libraries and advise the Librarian in matters affecting the mutual interest of the Library of Congress and other libraries of the country."

The membership of the Committee is designated by the Librarian and presently includes representatives of all departments except the Law Library. An examination of the Committee's recent activities shows that it has met at infrequent intervals since 1970. In 1970 it met twice to review ongoing projects and to review the budget for the succeeding fiscal year. In 1971, 1972, and 1973, there was only one such meeting each year. In 1974 the Automation Committee met three times--twice to consider budget requests and once to discuss the need for a policy with regard to outside use of LC-generated machine-readable bibliographic data bases. In 1975 the Committee met twice--once to review the automation budget for the next fiscal year and once to discuss future computer capacity. To date it has not met in 1976. For an area as important to the Library as automation, it is unfortunate that so little interest has been shown in this area by the Library's Committee on Automation. It is only minimally fulfilling it responsibilities in a few areas and ignoring others entirely. This is symtomatic of the lack of concern at the highest levels in the Library for automation. Automation activities will not fare well without strong leadership at the highest level.

It is recommended that the LCR establishing the Committee on Automation be rewritten to include membership from each department at the directors' level. The Committee should meet at truly "regular intervals" and assume its role for the Library's automation program. The Committee should become the parent group for new Working Groups and Subcommittees concerned with automation as recommended in later sections of this report. All proposals for new automation projects and programs or major revisions of existing programs should be reviewed and receive final approval by this Committee after review of evaluations prepared by the Subcommittee on New Automation Projects.

All Working Groups and Subcommittees established under the Committee on Automation should whenever possible have published agendas and should make arrangements for participation by parties interested in items on the agendas.

TOPIC II

Subcommittee on New Automation Projects.

It is recommended that a permanent interdepartmental Subcommittee on New Automation Projects of the Committee on Automation be created to serve as a projects screening and coordinating subcommittee. All proposals for new automation projects and services shall be considered by this Subcommittee who will make recommendations to the Librarian of Congress as Chairman of the Automation Committee, as to their appropriateness and how they can be coordinated with existing projects.

The membership of the Subcommittee should consist of at least one person, below the department director level, from each department. Preferably the members should be involved in reference or automation activities. The chairman should be appointed by the Librarian of Congress from the membership and the Librarian may appoint other members at his discretion. The Chairman of the Committee on Automation or his designee should be a member of this Subcommittee. The Subcommittee should meet at least quarterly and at other times as needed. Proposed projects should be presented to the Subcommittee orally, however, they must be supported by written documentation. The Subcommittee should utilize available technical personnel from the various departments as necessary. The first project of the Subcommittee should be a systematic inventory of existing automation programs.

TOPIC III

Systematic Inventory of Current Automation Activities in the Library of Congress and a List of Those About To Be Implemented

As part of its study of the impact of automation on reference service, the Subcommittee undertook a survey or current and proposed automation projects within the Library. An effort was made, within the time available, to identify reference activities in every department that involve the application of automation techniques. Personnel responsible for the development of the various projects identified were interviewed by Subcommittee members. This brief survey indicated the urgent need for a systematic, exhaustive inventory of all automation projects within the Library as a preliminary step toward rationalizing the planning of future automation activities and insuring the best use of existing products.

The Subcommittee recommends that the proposed Subcommittee on New Automation Projects prepare a complete, detailed inventory of ongoing and projected automation activities within the Library. The resulting document should be basic to future planning and should be available to Library staff for information and comment.

TOPIC IV

Working Group on Planning for the Online Catalog

The Subcommittee supports Mrs. Avram's proposal of April 26 that a Working Group on Planning for the Online Catalog be established. We recommend that such a Working Group be fully representative of all departments of the Library, that staff members with direct knowledge of user needs be selected to serve in the Group, and that membership not necessarily be restricted to one person from each department or office.

An important topic which this Working Group should address itself to is the assignment of priorities in adding additional files, access points, and combinations of access points. This Subcommittee believes that the Name Authority File, the Subject Heading Authority File, and the MARC serials data base should be available online as soon as possible. We also recommend that Series (both traced and untraced) become an access point as soon as possible. In assigning these priorities, the varying needs of divisions in the Reader Services and Research Departments, the Congressional Research Service, and the Law Library must be carefully considered.

The Working Group should also take a long, objective look at both the MARC Search Service and the Library of Congress Computerized Catalog, examining the strengths and weaknesses of both. It is our hope that out of this examination could come one online catalog for public use which would contain the best features of both. Obviously, users of both systems throughout the Library must have input to the Working Group in this regard.

In an Appendix to this report, we have included the "Reference

Department Position Paper on an On-Line Catalog for Reader Use" and comments on the position paper submitted by divisions of the Reference Department.

TOPIC V.

Availability of Outside Data Bases to LC Staff and the Public

Presently, commercial data bases are available to authorized LC staff in the Department of Reader Services and the Congressional Research Service. However, there is no policy governing the use of these data bases. CRS and the Science and Technology Division together have access to the SDC and Lockheed Search Services, New York Times Information Bank, JURIS, MEDLINE, and AEC RECON. However, some data bases are accessed by only one division. There is no policy for sharing these within the Library and agreements with respect to data base sharing among all the divisions are informal.

There is no policy as to whether or not the commercial data bases can be used to answer public requests. Should the policy differ for in-person requests, telephone requests, or letters; and should it depend on whether the requestor is another government agency, an individual, a commercial firm, or a public library? Presently S & T uses its own judgement, tends to limit terminal usage, and often refers patrons to commercial firms which will do fee searches. No funding has been provided directly by the Reader Services Department to S & T for searching, so naturally terminal usage is curtailed. Limited funding is provided through ISO.

This Subcommittee recommends that a Working Group be established to determine how much searching of commercial data bases the Library will do for whom under what circumstances. Consideration should be given to whether LC should provide a free search service or fee-for-sevice. It should study the experiences of other libraries in order to help determine the effect of providing public access to commercial data bases on the Library and staff and its cost effectiveness. It should be determined, if we do give public access, whether technicians, professional librarians, LC staff, or the public will conduct the searches. Funds must be provided for regular training programs and continuing education on searching techniques for online systems and individual data bases to insure optimum search results and cost effectiveness.

The Working Group should consider whether or not a central coordinating office and computer facility should be established to control the accessibility of online data bases within the Library, to fund searching costs, training programs, and hardware. The Working Group should consult all LC experienced users of outside data bases before making recommendations.

TOPIC VI

Access to Library of Congress Data Bases by Outside Agencies

Presently there is no outside access to SCORPIO beyond LC, the House, and the Senate. Within LC there is no access outside CRS to the Issue Briefs file. We suggest that the Working Group established to recommend policy concerning the availability of outside data bases should also examine the question of making LC-created data bases available to other Federal agencies and libraries such as NAL, NLM, NOAA, NTIS, and DDC. Several agencies have expressed an interest in sharing data files. NAL, NLM, and NTIS all have machine readable files of data that are available outside their agencies through commercial information networks and NLM through its own network. These valuable sources of reference and bibliographical information are available to LC only through subscription.

It is recommended that arrangements be made to have these and other appropriate data bases created Federally be made available to LC through mutually beneficial cooperative arrangements.

Secondly, it is recommended that this Working Group take the initiative in establishing a policy on the availability of CRS data files for the rest of LC and for the general public.

TOPIC VII

Use of Terminals by the Public

Another area that deserves the attention of a working group is one to study the use of terminals by the public. Thorough consideration needs to be given to the kinds of instructional aids that should be provided for the public. We need to evaluate existing aids to determine how they can be improved and also to develop new materials (videotapes, films, and programmed learning work books are possibilities). A group in the Reader Services Department is already working in this area, but other departments which will have public terminals should also be included. However, no matter how good the instructional aids are, some readers will need help on a one-to-one basis. The experience of reference librarians in the Science Reading Room and the Thomas Jefferson Reading Room North has been that a great deal of their time is spent helping readers at the terminals. We hope that the Working Group will recommend stationing library technicians in the terminal areas to assist readers in the mechanics of using a terminal. Reference librarians should still be available to assist readers in formulating search strategies.

The Working Group also needs to consider the problem of printouts. At present in the reading rooms where printers are available for public use, patrons are making as many printouts as they wish without charge. The group should decide whether this policy should be continued, or whether a patron should pay a set charge per printout page, just as he now pays for photocopies. The group may also wish to consider a combination of these two, that is providing "X" number of printouts at no charge and charging for additional printouts.

Reference Librarians have also commented that some readers are using the terminals for long periods of time while other readers are waiting. The Reader Services Department is considering whether to post signs on the terminals stating "IF OTHERS ARE WAITING, USE LIMITED TO 20 MINUTES." We hope that the Working Group will recommend that printing be done remotely. In this system a reader would initiate a search in one area, then receive his printouts in another area. We believe that this would greatly alleviate the problem of "terminal hogging."

TOPIC VIII

Establishment of an Automated Systems Monitor, an Automation Training Program, and Data Base Reference Teams.

It is recommended that an Automated Systems Monitor, an automation training program, and Data Base Reference Teams be established. Each of these recommendations will be treated separately in the following paragraphs.

Automated Systems Monitor

The Systems Monitor position would be similar to that of the Telecommunication Specialist now in the Computer Service Center. We recommend that a Systems Monitor be available to terminal users during all hours that any Library of Congress online data base is operational. We also recommend that the position be responsive to all terminals in the Library. We recognize that this is a departure from the current mode of operation which has the MARC Development Office and the Information Systems Office sharing the jurisdiction between them. The benifits to be gained by having only one contact point for all terminal users will outweigh any disadvantages in our opinion. Users will be able to inquire about terminal operations and procedures, down-time, service or repair problems as well as make requests to have their terminals placed in service all at the same contact point. Such an operation could also provide for centralization, or at least better coordination, in terminal choices, user feedback, alerting data base users concerning online conditions, and expected down-time.

This Subcommittee takes the position that placing responsibility for all terminals in one office will contribute to greater efficiency both organizationally and technically. We further recommend that this position be established as part of the Computer Service Center Staff, since technical competence will be a major factor in effective job performance. We also strongly urge that the first assignment undertaken be an inventory of all terminals, their location, and condition, their mode of communication, the data bases they access, and any other equipment associated with a terminal.

Automation Training Program

The Library of Congress presently has no coordinated training program in the use of LC data bases. There have been many instances of terminals arriving in a section with no staff properly trained to use the terminal or to access any LC data bases. Training is usually second hand, done by someone who has "seen" a terminal used but who is not fully familiar with system capabilities. If the staff member is not properly introduced to the systems and data bases, he can become "turned off" to automation and reluctant to use these systems. This lack of a coordinated training program reflects poorly on the LC automation effort and undermines its effectiveness.

It is the consensus of this Subcommittee that LC must develop a training program for the use of LC data bases and systems. This program should serve LC staff and the public who use any system or data base developed at the Library. The automation training program could be effectively carried out by a section devoted to automation training.

The proposed training section has three major areas of responsibility:

1. The training of LC staff in the use of LC automation systems and data bases.

2. Retraining LC staff in the use of new LC data bases and systems enhancements.

3. Development of a training strategy for training the public in the use of available LC data bases. Its duties could be expanded to include training of LC staff in the use of outside data bases.

This training section must be a centralized activity, and as such should be able to train staff in all departments of the Library. Training activities should include all automation applications, not just MUMS and SCORPIO. The section could be incorporated into ISO' Standards and Training Section, which as part of the Systems Development Office, would be a centralized activity in any reorganization of LC automation effort. The automation training section should not be a part of the present LC Training Office. It is essential that the training staff be thoroughtly familiar with the automation systems and they should have immediate access to automation staff.

Data Base Reference Teams

This Subcommittee recommends the establishment of Data Base Reference Teams to supplement the training section. We recognize that the creator and primary users of any data base will be its most expert users and that any other user will frequently have questions concerning the data bases. Such questions range from choice of appropriate search terms to the most effective search strategy. We also recommend that the Data Base Reference Teams be composed of individuals who are actually part of the data base staff and who have the responsibility for responding to the public as a major part of their job. These teams will therefore, not be new administrative entities requiring office space, supervision, and budgeting; but rather will be a cooperative effort toward maximizing the resources already available in the Library.

TOPIC IX

Department Responsibility for Automation Activities

In the course of its examination of automation projects throughout the Library, the Subcommittee identified a number of activities but found that there had been little coordination or systematic administration of many of them.. This was particularly the case in the old Reference Department. Because of the emphasis they place on automation, the Congressional Research Service, the Copyright Office, and the Processing Department have all established groups to attempt such coordination, to supervise the day-to-day activities within their departments, and to provide liaison with outside groups and other departments. The Law Library had no automation projects in operation when the Subcommittee began its work. We also found that there have been needless instances of non-coordination within ISO and MDO and between these two groups.

Within the Reference Department, the Science and Technology Division and the Division for the Blind and Physically Handicapped were the only divisions with staff devoted to automation work. The Federal Research Division was not approached to determine if it had any automation activities. The Reference Department never had a department-level staff member whose primary responsibility was to oversee and coordinate automation projects and to provide liaison for the entire department with other departments and other outside groups. There was one staff member who served in this capacity while performing a number of other functions not related to automation.

Unfortunately this position was abolished when the Reference Department as divided and these duties are now handled at the department level by staff members who have many other responsibilities.

It is the Library's intention to close the Main Catalog and many of the catalogs in the Processing Department. These are to be succeeded by online data files. Some reference operations throughout the Library have been automated and there are others that are good candidates for such. Some divisions now have access to outside online data files and others expect to be using such in the near future. It becomes increasingly important that all reference personnel have a good knowledge of the scope and use of automated bibliographic files. All of these changes and developments can most efficiently be effected through planned, coordinated, evolutionary programs. Such do not exist in the Library at this time. The Research Department, the Department of Reader Services, and the Law Library need to devote a great deal of effort in determining when, where, and how to use automation in the future. In the past, these areas have primarily been in the position of only reacting to changes and developments in the Library's automation programs and have generally not participated as fully as they should have in this area. They have not examined their own operations to determine their automation needs and desires. There are no focal points in these departments for automation.

It is recommended that all departments should have a department-level Automation Officer with whatever support staff is needed. The responsibilities of this position should include review and coordination of automation activities for his department. He should provide liaison with other departments and with offices outside his department such as ISO and MDO in matters concerning automation. The incumbent should keep abreast of the various activities in his department and suggest implementing automation procedures when appropriate. He should be responsible for informational and instructional programs for the members of his department in coordination with the suggested Automation Training Section. He should be responsible for selecting and ordering new or replacement hardware. He would be the focal point for automation activities in his department.

The Elements

An organization has a number of choices in enlisting the assistance of people to perform automation activities. A library seeking help in mechanizing its processes must either hire its own automation personnel and acquire its own equipment or have work done on contract by outside service bureaus. It is also possible to utalize both of these alternatives jointly. If a library acquires its own automation staff and equipment, a major decision must be made. There is the question of placement of these people within its existing organization. These automation people can be grouped together around their machines, or disbursed among the various user areas of the library. Each option can invite a dilemma. In the first instance there is the probability of greater technical resourse sharing, but at the cost of user satisfaction. In the second instance there is the chance of greater user benifit, but at the cost of technical duplication. This is one statement of the issue of centralization versus decentralization. Huddle the technocrats together to gain efficiency, or disburse them to gain effectiveness.

What kinds of people are involved in this issue? There are key punchers who key information in some way "readable" to a computer; there are computer programmers who write the programs that instruct the machine to produce a certain product; systems programmers who maintain the programs that operate a computer system; systems analysts who analyze a given problem into parts that can be programmed; and so on. In fact under closer scrutiny, each of these tasks can be even further subdivided, especially where larege-scale operations are involved. Data input operations, for example, usually demand a division of labor: preparing data, inputting, verifying, and editing. Moreover, once the team has accomplished a mission, still additional technical assistance may be required as in the case of making the CRS Bill Digest data system available and useful under the Library's SCORPIO information retrieval system. Trainers and troubleshooters are needed to educate the end user, such as a CRS researcher or Congressional staff member, and to maintain the effectiveness of that automated tool.

In the following portion of this report the above-mentioned computer persons are divided into those who operate the computer, such as systems programmers and computer operators, and those who apply the computer, such as computer programmers and systems analysts. Let us identify the former as the Computer Service (COM SER) function and the latter as the Applications Programming (APP PRO) function. This simplistic division, while slipping over the diverse talents needed to implement automation, nevertheless serves the purpose of discussing centralization/decentralization issue in this report at what is believed to be a reasonable level of detail.

Given a computer and a user, the question is the administrative location of these two technical groups and by implication, physical location of people, administrative and physical location of equipment, and ultimately, the source of funds for both staff and equipment. On the centralization side, both COM SER and APP PRO people are centally placed; the user has neither. On the decentralization side, the user has both groups; the user has everything. Library of Congress departments are the users or customers of automation. The major referenced reports, by Mr. Nugent and Mrs. Avram, are variations on these two theoretical or hypothetical extremes.

Three sections follow on this topic of LC automation organization: the first describes the present LC structure, the second outlines possible alternative structures, and the third presents this Subcommittee's recommendations and proposals. Textual segments supporting the major proposals outline the organization, point out advantages and disadvantages, and highlight major implementation factors.

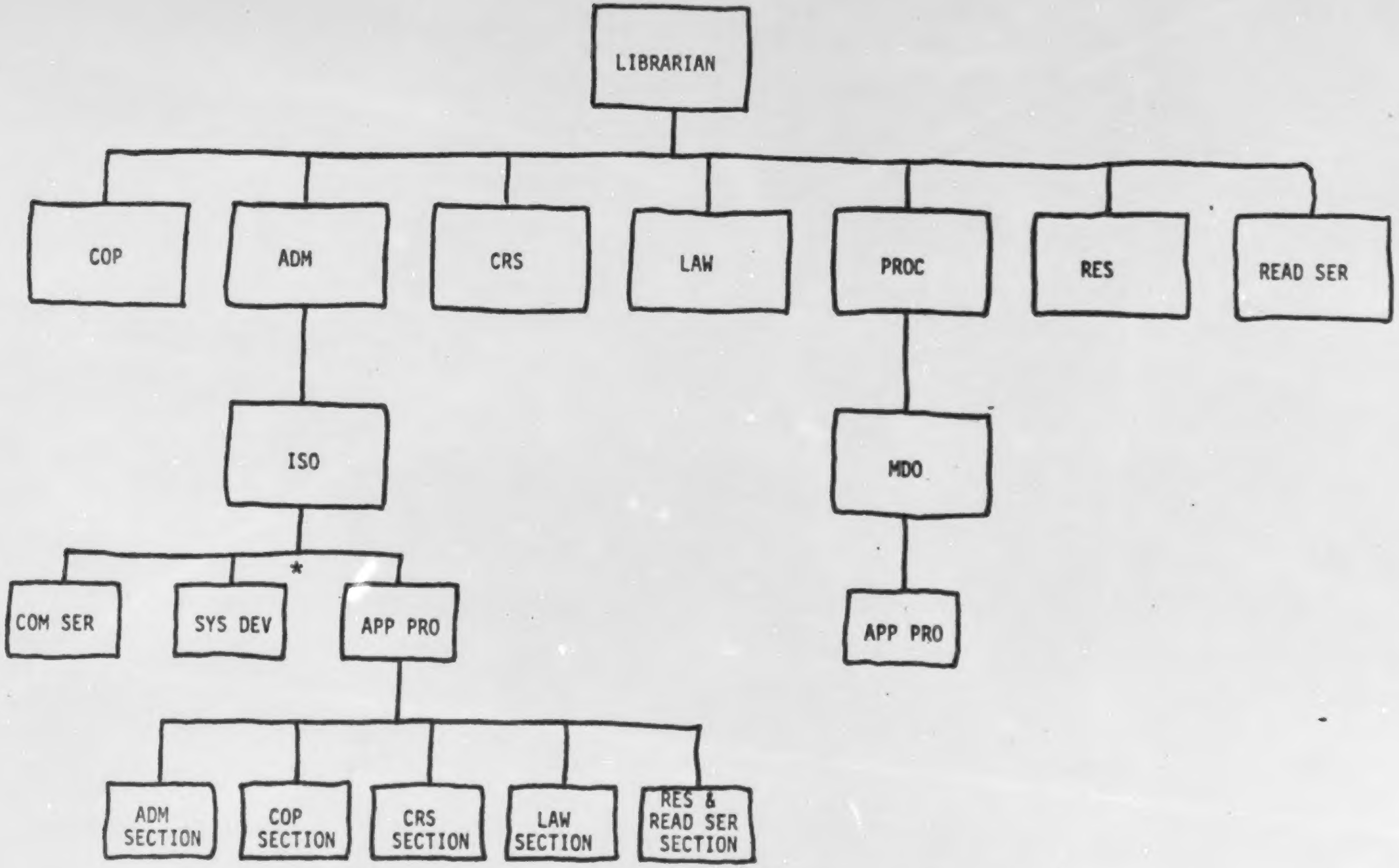
Current Organization

Under the present configuration of ADP personnel--COM SER (Computer Service) is centralized. APP PRO (Applications Programmers) are likewise centralized with the exception of some APP PROs in the Processing Department. Within the Administrative Department, the Information Systems Office (ISO) contains both the LC computer service center and a staff of applications programmers. Excluded from this discussion is the Catalog Distribution Service's equipment and personnel. In the ISO computer service center are the main computers and peripheral equipment, supported by technical persons, for use by all seven LC departments. This center currently

> specifies, operates, and controls computer and related equipment in the Library, including the Library's central computer facility and connected telecommunication services; schedules and controls all work entering and leaving the machine area and maintains current and non-current files of computer data and programs; specifies for procurement all electronic data processing and peripheral equipment for the Library and participates and reports on the status of negotiations as required.[1]

---

1. U.S. Congress. House. Committee on House Administration. Ad Hoc Subcommittee on Computers. Library of Congress Information Resources and Services for the U.S. House of Representatives. 94th Congress, 2d Session. Washington, U.S. Govt. Print. Off., 1976, p. 60.


LIBRARIAN
COP
ADM
CRS
LAW
PROC
RES
READ SER
ISO
MDO
COM SER
SYS DEV
*
APP PRO
APP PRO
ADM SECTION
COP SECTION
CRS SECTION
LAW SECTION
RES & READ SER SECTION

---

* Not included in later diagrams

Equally centralized in ISO is the APP PRO function, where subsumed under the Computer Applications Office (CAO) are five units supporting the ADP departmental needs of the Administrative Department, the Copyright Office, the Congressional Research Service, the Law Library, the Research and the Reader Service's Departments. This office, CAO,

> performs systems analysis and feasibility studies for computer applications within the Library mission as well as developing, testing, and maintaining the necessary applications programs and documentation. It operates through project managers who are responsible for groups of functionally related projects.[2]

Only the Processing Department has its own staff of APP PRO personnel, who come under the MARC Development Office.(MDO). MDO is responsible

> for all aspects of the development and implementation of systems for recording cataloging data in machine-readable form (MARC), for using those records to produce book catalogs, special listings, and other printed output and for developing applications of these records to internal bibliographic controls.[3]

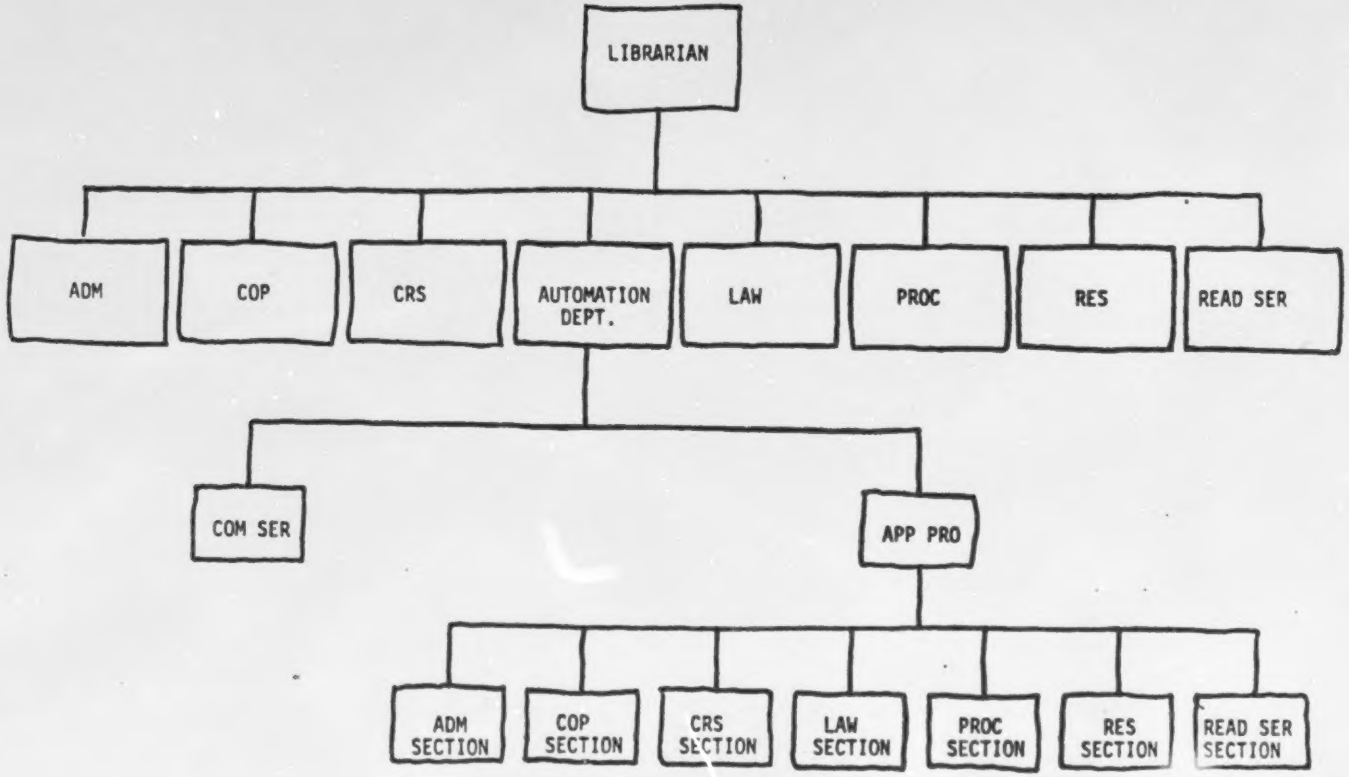
No other department has its own APP PRO unit; instead, this activity is borne by the CAO of ISO described above. Beyond applications programming, at present, only such functions as user on-line data base training is carried on, for example by CRS and Science and Technology Division. It should be noted that these customer-oriented functions, such as data base training, are identified as Automation Resource Personnel (AUT RES) and discussed below in the Subcommittee's recommendations/ proposals section.

The Alternatives

The current organization is under scrutiny. Two reports have been submitted to the Committee on the Organization of Automation Activities.

One, by William R. Nugent, Assistant Director for Information Systems Development, dated June 9, 1976, is entitled "Centralized Information Systems for the Library of Congress." The other by Henriette D. Avram, Special Assistant for Network Development, dated June 11, 1976, is entitled "Automation Reortanization." A general outline of these two papers is presented here. Two additional hypothetical alternatives are also included -- in order to better understand the plans of Nugent (centralization) and Avram (decentralization).

EXTREME CENTRALIZATION

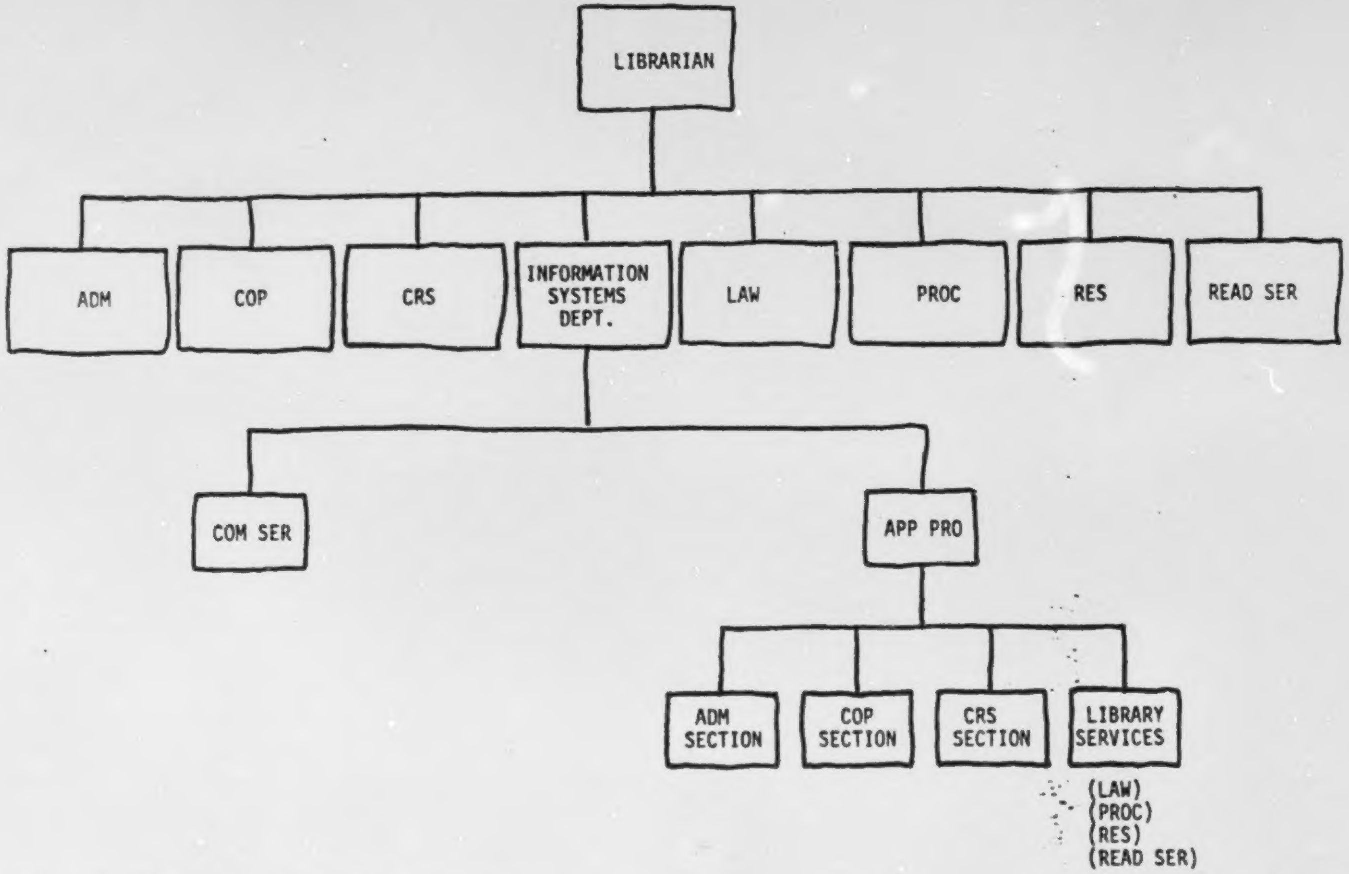

LIBRARIAN
ADM
COP
CRS
AUTOMATION DEPT.
LAW
PROC
RES
READ SER
COM SER
APP PRO
ADM SECTION
COP SECTION
CRS SECTION
LAW SECTION
PROC SECTION
RES SECTION
READ SER SECTION

Under this plan, posed hypothetically, all automation personnel fall under the direction of a single automation department under the Librarian. There is one computer facility operated by a COM SER unit. Programming applications are subsumed under one office; six sections of technicians reflecting the automated projects of the several LC departments constitute APP PRO. both COM SER and APP PRO staff are geographically together. Each department in this scheme is without ADP technicians except possibly for persons engaged in data input, training, or other support activities. Funding, of course, for both personnel and equipment is likewise centralized. 272

271

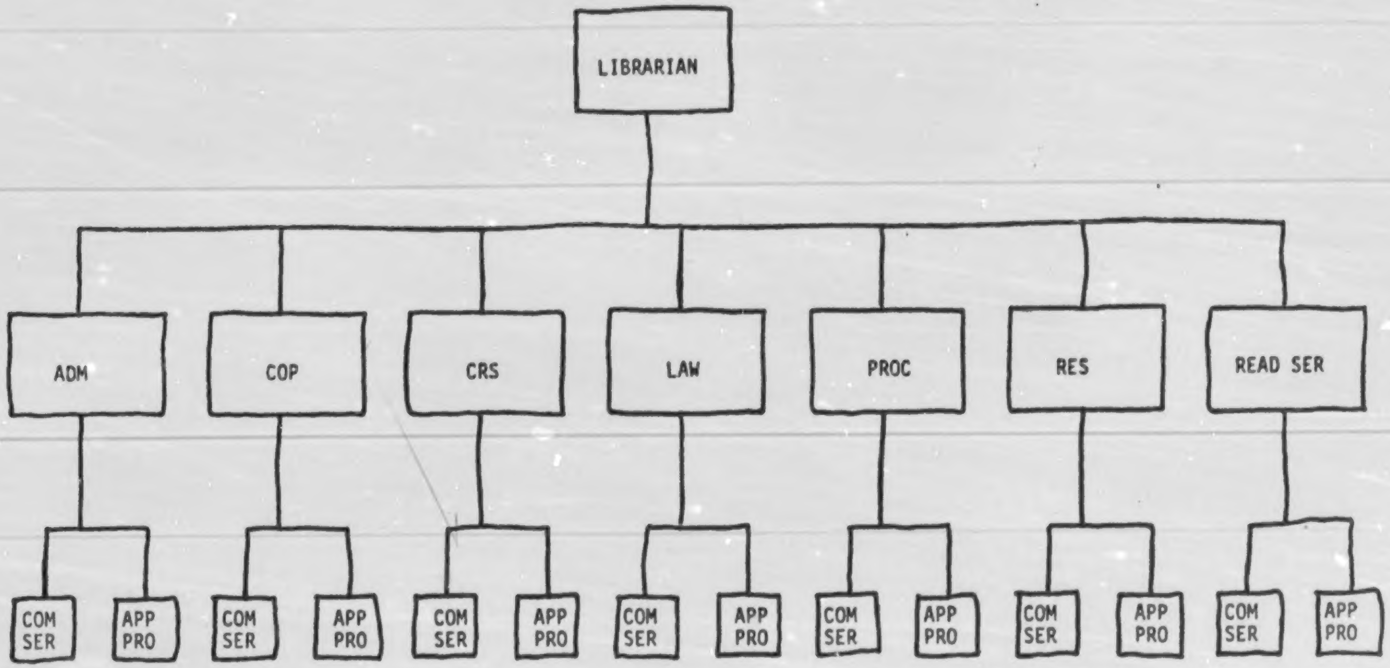
2

NUGENT CENTRALIZATION PLAN


LIBRARIAN
ADM
COP
CRS
INFORMATION SYSTEMS DEPT.
LAW
PROC
RES
READ SER
COM SER
APP PRO
ADM SECTION
COP SECTION
CRS SECTION
LIBRARY SERVICES
(LAW)
(PROC)
(RES)
(READ SER)

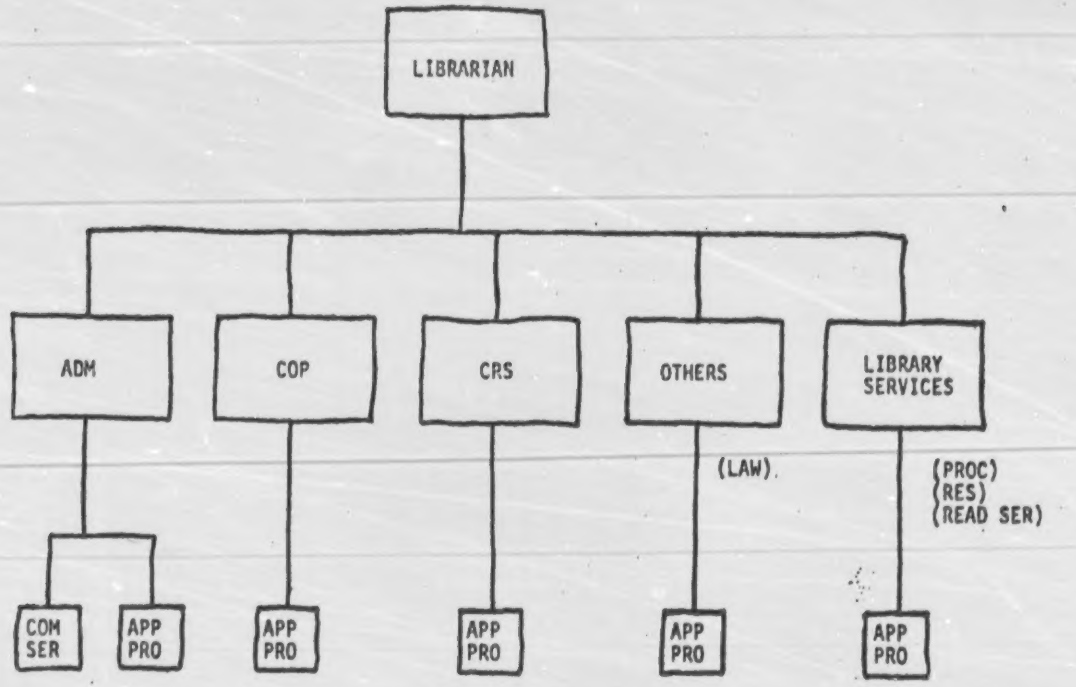
This plan resembles the extreme centralization hypothesis just presented. An Information Systems Department (ISD) is placed under the Librarian on a departmental basis. Within ISD serving all seven existing departments, are a single computer center (COM SER) and a single applications programming (APP PRO) unit. Instead of dividing APP PRO into six sections, as in the extreme centralization hypothesis, the Nugent plan consolidates the current processing and reference units, and presumably functions for the Law Library into a single Library Services Section. Automation funds for staff and equipment are controlled centrally by ISD.

EXTREME DECENTRALIZATION



Under this plan, also posed hypothetically, automation personnel are distributed within various LC departments. There is no central pool of ADP experts; no central computer facility. Each department has its own computer system and associated technical staff (COM SER), as well as those persons performing the applications programming (APP PRC) function, all located geographically within the department. A department likewise has additional technicians as needed for data input, data base training, and the like. Funding for automation staff and equipment is available on a departmental basis.

AVRAM DECENTRALIZATION PLAN


LIBRARIAN
ADM
COP
CRS
OTHERS
LIBRARY SERVICES
(LAW)
(PROC)
(RES)
(READ SER)
COM SER
APP PRO
APP PRO
APP PRO
APP PRO
APP PRO

This report has been designated a decentralization proposal by this Subcommittee, but we find it is really a combination of the two extremes. As with centralization, there is a single computer service center (COM SER) serving the entire Library and located in the Administrative Department. Applications programmers (APP PRO) are decentralized and spread throughout the various Library departments. As the chart shows, APP PRO staff are directly attached to the Administrative, CRS, and Copyright departments, while Processing, Research, and Reader Services share the Library Services APP PRO's. Law Library will probably be served by the Others group. Funding for equipment is the responsibility of theAdministrative Department where COM SER is located. Each department allocates its own funds for APP PRO personnel.

LC Automation Organization; Observations and Comments

A number of ways of reorganizing the Library's automation program have been briefly sketched: the extreme centralization hypothesis, the Nugent plan, the extreme decentralization hypothesis, and the Avram plan.

This Subcommittee does not recommend any one of these plans as being the answer to the question of LC' structure for automation. Indeed, there are advantages and disadvantages to either centralization or decentralization. What the Subcommittee does recommend is the need to strengthen the Committee on Automation, identify automation resource people, and expand the computer service center.

Committee on Automation

This already existing Committee, working directly under the Librarian as its chairperson, is needed to actively and strongly direct the LC automation program. Whether ADP tasks and responsibilities are centralized or decentralized, a collective unit representing all departments could strengthen the Library's efforts in applying modern technology to reference and other functions--by having the power to approve and coordinate all LC automation projects. Elsewhere in this report is a section describing the Committee on Automation and suggested subordinate groups.

Automation Resource People (AUT RES)

The Subcommittee believes there is a need for automation personnel within each department for liaison and/or support for projects such as online bibliographic data base systems. These department-based people are needed in part to augment the centralized system monitor proposed elsewhere in this report. These persons would be the active users, i.e.

direct working customers, or automated systems. Two examples follow. In the Science and Technology Division of the Reader Services Department, there is technical staff who has close liaison with ISO applications programmers and who search automated reference tools. In the Congressional Research Service, there is an Information Systems Group for computer applications which supports that department in systems analysis, liasion, data base searching, and extensive online data base training. As more functions are automated, it is evident that these automation resource people will assume an increasingly important role.

Computer Service Center (Expanded)

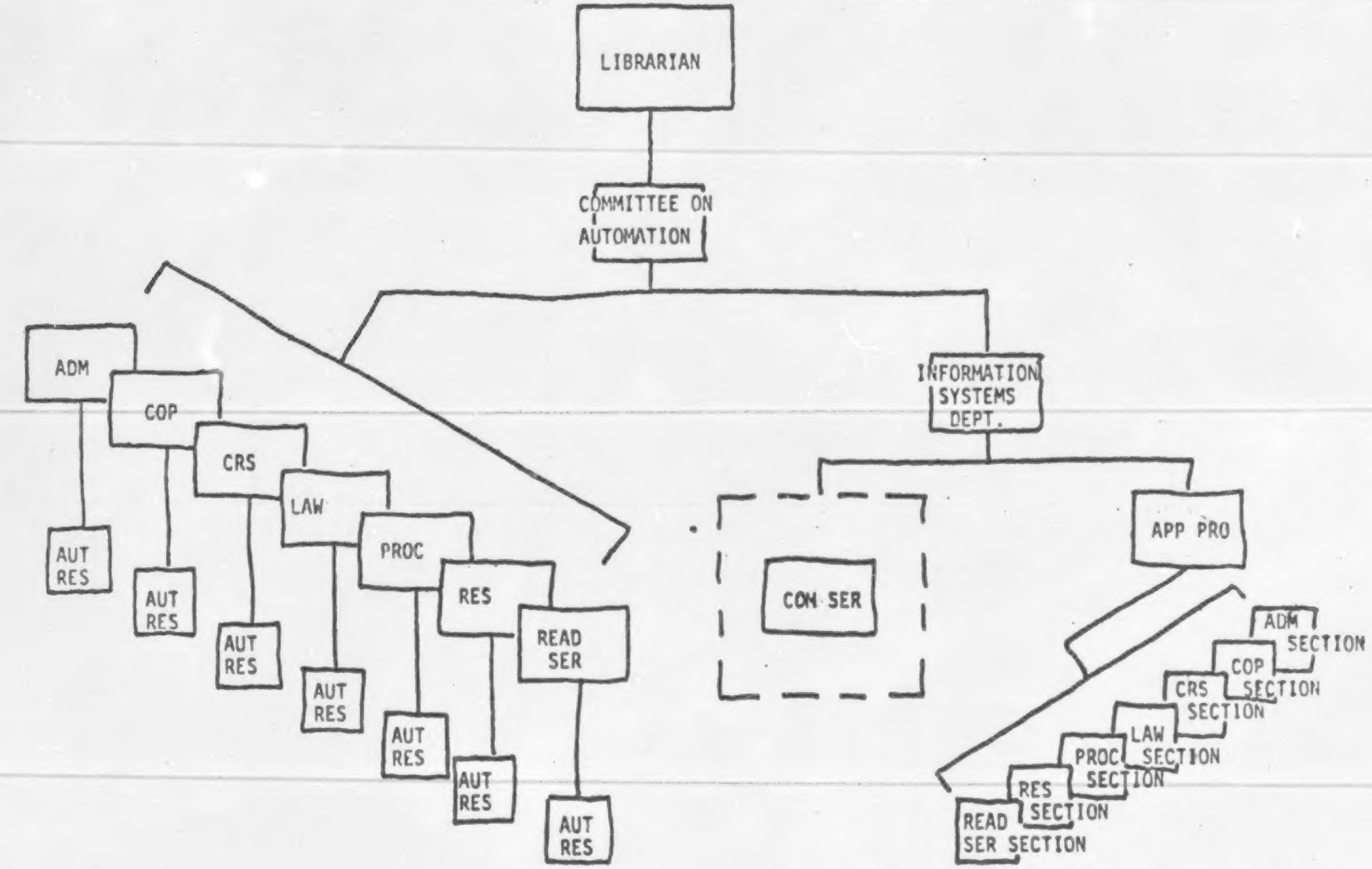
As defined above, COM SER is the central computer facility, consisting of the main computers and peripheral equipment, as well as the persons in direct support of this equipment such as systems programmers, and computer operators. The Subcommittee recommends that COM SER be centralized and enlarged to take on system monitoring and training functions. These tasks cen be described in terms of supporting the Library's in-house computerized information retrieval systems. The system monitors would respond to inquiries about such things as system status, command formulations, data base content, and terminals--during all hours of Library operation.

COM SER should also have the responsibility for keeping all terminal users informed about changes in the systems. The mechanism could take the form of an automation newsletter that would be distributed to all terminal locations before the change is to occur. Such a mechanism is urgently needed by terminal users in the Library.

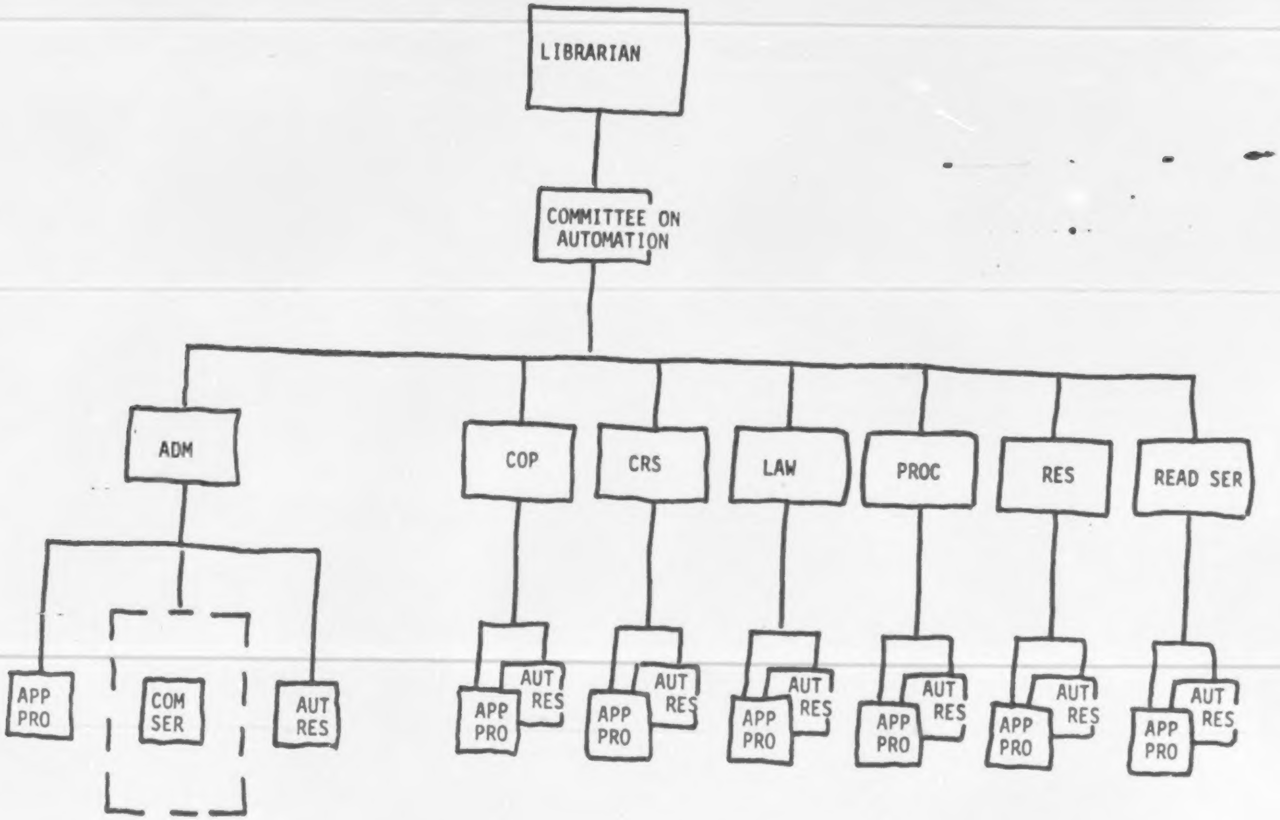
Subcommittee Proposals for Centralization and Decentralization

In each of the following charts, one for a centralized proposal and the other for a decentralized proposal, the Committee on Automation is shown, automation resource people (AUT RES) are identified, and the expanded computer service staff (COM SER) is indicated by a dotted line. Again, regardless of whether the automation activities of the Library are organized centrally or in a decentrallized manner, this Subcommittee recommends that the Committee on Automation be strengthened, that automation resource persons be identified in each department, and that the Computer Service Center be expanded.

SUBCOMMITTEE CENTRALIZATION PROPOSAL


LIBRARIAN
COMMITTEE ON AUTOMATION
ADM
COP
CRS
LAW
PROC
RES
READ SER
AUT RES
AUT RES
AUT RES
AUT RES
AUT RES
AUT RES
AUT RES
INFORMATION SYSTEMS DEPT.
COM SER
APP PRO
ADM SECTION
COP SECTION
CRS SECTION
LAW SECTION
PROC SECTION
RES SECTION
READ SER SECTION

SUBCOMMITTEE DECENTRALIZATION PROPOSAL


LIBRARIAN
COMMITTEE ON AUTOMATION
ADM
COP
CRS
LAW
PROC
RES
READ SER
APP PRO
COM SER
AUT RES

Although this Subcommittee takes no stand on whether the Library's automation activities should be organized centrally or decentralized, there are certain considerations that eminate from either arrangement and are discussed as follows. Considered here are some of the advantages and disadvantages of centralizing or decentralizing LC automation. Comments within these catagories are arranged as follows:

a. General Statement
b. Committee on Automation
c. Computer Service Center Staff (COM SER)
d. Applications Programming Staff (APP PRO)
e. Automation Resource Staff (AUT RES)

It is believed that the following pros and cons offer valid criticisms of the two major outlines for administering the Library's ADP functions.

Pros - Centralization

a. General Statement

Givens:

1. Centralized COM SER (budget for computer service center equipment and personnel).

2. Centralized APP PRO (budget for application programmers and peripheral equipment such as remote computer terminals).

Factors:

There is a single administrative setup to handle, for example, personnel hiring and equipment procurement.

b. Committee on Automation (centralization - pros)

1. Serves as a recipient of ideas for new projects from all LC

departments, especially projects that would affect more than one department. Project requests can then be sent to the Information Systems Department (ISD) from either the Librarian or the respective department(s).

2. With frequent meetings and interdepartmental membership, the Committee can help avoid technical duplication and communicate worthwhile ideas throughout the Library.

3. Would stimulate interdepartmental cooperation.

4. Checks of the efficiency and economy of centralized ISD

c. Computer Service Center (COM SER) (centralization - pros)

1. A common computer service center for the entire Library is efficient; all department users share COM SER equipment and personnel as a service bureau.

2. Upgrading COM SER machine configuration benefits all users.

3. COM SER personnel support all departments, and should seek to ensure interdepartmental standards such as sign-on protocols for LC data bases.

4. Important data base operations such as introductory terminal training, and system monitoring are centralized.

5. Equipment supplies such as remote terminal printer paper and ribbons can be ordered by each department from the central COM SER source.

d. Applications Programmers (APP PRO) (centralization - pros)

1. Efficient communication is possible among programmers, so that success for one department may be passed on to benefit another

department. By implication, there is possible sharing of knowledge, experience, skills and techniques among these programmers.

2. Project flexibility is possible; persons on one project for department X may assist another project for department Y on a temporary basis during a crisis period.

3. Education and training of technical staff is enhanced when centralized.

e. Automation Resource Staff (AUT RES) (centralization - pros)

1. These persons are part of their respective departments, and thus tend to identify with departmental requests for automation.

2. Effective communication: AUT RES staff serve as a linkage between Library operations within a department and the technical staff of ISD providing preliminary planning and systems analysis and assistance in developing automation proposals to the Committee on Automation.

3. Departmental AUT RES staff are in a good position to provide in-depth day-by-day user support and are available to assist managers in the preparation of budgets, hearings, and seminars.

Cons - Centralization

a. General Statement

Givens:

1. Centralized COM SER

2. Centralized APP PRO

Factors:

There is a single administrative setup.

b. Committee on Automation (centralization-cons)

The Committee on Automation could turn into a bureaucratic nightmare and hamper technical progress in the Library. Example: On-going automation production applications problems require immediate interaction between user department and ISD. It is therefore recommended that the Committee entertain only new technical applications.

c. Computer Service Center (COM SER) (centralization-cons)

1. Difficulty of establishing priorities on the computer: When there is contention for computer time, which department or which Library automated product or service has priority?

2. Lack of departmental influence: Departments could have little or no influence in the selection of the equipment they will use.

3. Computer down-time negatively affects all users if there is only one set of central computers.

4. Lack of personnel accountability; departments must depend upon COM SER to insure integrity of department-produced data files.

d. Applications Programmers (APP PRO) (centralization-cons)

1. Departments lack direct responsibility over APP PRO personnel.

2. To counter the previous consideration, departments must hire their own staff which duplicates the centralized APP PRO function.

3. Systems analysis may be time-consuming and ineffective since the APP PRO staff are administratively and probably geographically remote from the user department.

4. A centralized APP PRO section requires a strong section chief to effectively administer the section's work assignments

and to communicate with customers.

5. The issue of Department priorities. Departments are not able to establish priorities for their projects.

e. Automation Resource Staff (AUT RES) (centralization-cons)

Some departmental AUT RES activities can duplicate the centralized APP PRO functions.

Pros - Decentralization

a. General Statement

Givens:

1. Centralized COM SER (budget for computer service center equipment and personnel).

2. Decentralized APP PRO and AUT RES (budget for personnel and peripheral equipment such as remote computer terminals).

Factors:

Each department has direct responsibility for initiating automation proposals, requests, and projects; and for personnel hiring and equipment procurement.

b. Committee on Automation (decentralization-pros)

1. With frequent meetings and interdepartmental membership, the Committee can help avoid technical duplication and communicate worthwhile ideas throughout the Library.

c. Computer Service Center (COM SER) (decentralization-pros)

1. A common computer service center for the entire Library is efficient; all department users share COM SER equipment and personnel as a service bureau.

2. In addition, there may be less bureaucracy in operating a centralized COM SER directly under the Administrative Department, rather than that department through ISO.

d. Applications Programmers (APP PRO) (decentralization -pros)

1. Each APP PRO staff is part of a given department, that department therefore has an in-house capability of meeting its ADP needs.

2. Each department has the capability to procure needed ADP resources such as technical staff, remote equipment, contractors, and subscriptions.

3. APP PRO staff will be well-informed about departmental operations.

4. Automation project deadlines can be more easily met than under the centralized concept.

5. It is possible for applications programmers to develop a sense of identification with the department's operations and products, and therefore perform with increased dedication.

6. Provides for better communications between department managers and the ADP technical staff.

e. Automation Resource Staff (AUT RES) (decentralization - pros)

1. These persons are part of their respective departments, and thus tend to identify with departmental requests for automation.

2. Also, AUT RES staff are administratively capable of augmenting departmental APP PRO staff.

Cons - Decentralization

a. General Statement

Givens:

1. Centralized COM SER
2. Decentralized APP PRO and AUT RES

Factors:

1. Possible duplication of paperwork for Contract and Procurement; if each department is leasing remote computer terminal equipment, then there will be associated administrative procedures duplicated among the departments; the end looser will be the Library's C&P, which may be paying as many as six invoices per month instead of one to a specific manufacturer of remote peripheral devices.

2. The automation program, ADP priorities, and general technical outlook, of each department are all apt to be deeply influenced by department director.

b. Committee on Automation (decentralization - cons)

Major issue: places great responsibility for Library-wide automation coordination upon the Committee on Automation.

c. Computer Service Center (COM SER)(decentralization - cons)

1. Difficulty of establishing priorities on the computer.
2. Lack of departmental influence.
3. Computer down-time negatively affects all users if there is only one set of central computers.
4. Lack of personnel accountability.

d. Applications Programmers (APP PRO) (decentralization - cons)

1. Likely duplication of automation projects when APP PRO staff are decentralized; a current major illustration is the possible duplication between the online information retrieval systems of Processing Department (MARC) and ISO (SCORPIO).

2. Due to administrative and geographical distribution of APP PRO persons, a lack of contact among these technicians may result in a decline in the Library's professional ADP enviornment.

3. Each department must assume responsibility for training and education of technical staff.

4. It will be difficult to set standards for use of department-generated online data bases having Library-wide use.

5. Possible duplication of unique skills, such as Linotron programmers hired by more than one department; under centralized APP PRO, one such programmer may serve the entire Library.

6. Might frustrate inter-departmental cooperation at the technical ADP level.

7. Due to possible ineffective communication among the APP PRO staffs of the various departments, both formal learning such as classes, seminars, and professional meetings and informal learning such as on-the-job experiences will be diminished.

e Automation Resource Staff (AUT RES) (decentralization -cons)

Some departmental AUT RES activities can duplicate the centralized APP PRO functions.

#405

REPORT

OF THE

SUBCOMMITTEE ON BIBLIOGRAPHIC ACCESS

OF THE

TASK FORCE ON GOALS, ORGANIZATION, AND PLANNING

Suzy Platt, Chairman, Congressional Reference Division
Elisabeth Betz, Prints and Photographs Division
Susan Biebel, MARC Development Office
Janet Swann Hill, Geography and Map Division
Jeanne M. Jagelski, American-British Law Division
David Littlefield, Subject Cataloging Division
John Panko, Subject Cataloging Division
Lynn Pedigo, General Reference and Bibliography Division
Jim Roberts, Copyright Reference Division
William J. Sittig, Research Department Office
Daisy Tagge, Descriptive Cataloging Division
Melissa Trevvett, Loan Division

July 23, 1976

Note: This report is a recommendation to the Task Force.

IR004500

Table of Contents

Page

Introduction i

Special Collections 1

1. Bibliographic access to special collections............ 1
2. Catalog access to special collections.................. 3
3. Guide to special collections........................... 5

The Main Catalog 7

1. The state of the Main Catalog.......................... 7
2. Filing 8

Communication 11

1. Staff as catalog users................................. 11
2. Communication.. 12
3. Exchange of jobs between cataloging and reference...... 13
4. System for dealing with errors and problems............ 14
5. Binding.. 15
6. Explaining cataloging rules............................ 16
7. Audiovisual devices.................................... 17
8. Access to Central Charge File and Process Information File.............................. 18

Access to Series.. 20

1. Lack of entries.. 20
2. Existing series files.................................. 20
3. Solutions.. 21

On-line Catalog 25

1. General feeling 25
2. Training... 25
3. Desired features....................................... 26

Cataloging 29

1. Inadequate awareness of or sensitivity to user needs.... 30
2. Inadequate awareness of the special needs of special or exceptional materials............................ 30
3. Inability to respond to the perceived needs of special or exceptional materials............................ 31
4. Rule changes: general.................................. 33
5. Rule changes: economy vs. usefulness................... 34

Page

Descriptive Cataloging 36

1. Points of access: number 36
2. Points of access: construction............. 37
3. Notes...................................... 38
4. Series added entries....................... 39

Subject Cataloging................................... 40

1. Clarity of subject headings................ 41
2. Geographic access.......................... 42
3. Use of current terminology 44
4. Use of foreign language terms in headings... 45
5. Subject headings for works of belles lettres 46
6. Joint application of general and specific subject headings 47
7. Availability of classification schedules ... 49

INTRODUCTION

The Subcommittee on Bibliographic Access had as its main objective investigating all aspects of bibliographic access to the Library's collections, which involves determining the usefulness of the card catalogs and other control devices as access points to the collections, as well as determining where there was no access through the card catalogs or other tools. Our attention was directed primarily to the users on the Library's staff and only indirectly to the wider public.

We proceeded by interviewing 49 representatives of 25 units of the Library whose staff make extensive use of the catalogs. These individuals were chosen by their division chiefs and/or section heads. (For a list of staff members interviewed, see Appendix B.) We prepared a questionnaire (Appendix C), which was completed by most of the people interviewed and was used as the basis for approximately 45-minute discussions with the unit representatives. These discussions took about 22 hours altogether. In addition to the interview sessions, the Subcommittee held eight general business meetings and, after we had gathered our preliminary data, one discussion meeting with four of the principal cataloging officers of the Processing Department, for a total of 19 hours. There were also 10 meetings of subgroups while preparing the questionnaire and writing this report.

Our recommendations, which are based on the evidence obtained from a wide sampling of the user staff as well as the Subcommittee members' own experiences, are listed in groups. There was a strong general agreement on the priority order of our major recommendations, which are marked with asterisks and are the first listed in each section. Generally, the other recommendations in a section are ways of carrying out the major recommendation. (It should be understood that the last recommendation in section one, for example, is not more important than any other recommendation that follows.) It is the order of the major recommendations that reflects our priorities.

SUMMARY OF REPORT OF THE BIBLIOGRAPHIC ACCESS SUBCOMMITTEE

In the course of our investigations of the problems of bibliographic access to the Library's vast collections, we learned that there are many different kinds of problems, but the greatest one to us is that there is no access at all to so much material. Summarized below are our major recommendations, in priority order.

1.** Increase emphasis on providing bibliographic access to the total collections of the Library, regardless of the ultimate market for printed cards or MARC tapes.

Place the highest priority on those collections for which there is a demonstrated user demand--especially microforms, pamphlets, older sound recordings, prints and photographs.

Include in the Main Catalog and LC automated data bases some form of bibliographic access to special format and collection materials.

Encourage special collection units to produce adequate guides to their collections and services. Publish a current guide to LC's numerous card catalogs and data bases.

2.** Edit the Main Catalog as soon as it is closed.

Revise all filing in the Main and Official Catalogs. Add a senior filer to service each catalog, to refile errors. Restructure filers' jobs so that they spend only part of their time filing.

3.** Establish liaison between operating-level staff in reference and processing divisions. Exchange jobs among cataloging and reference staff. Cataloging divisions should consult reference staff in advance when considering changes in cataloging policy.

Establish and publicize a system for dealing with errors in processing.

Acquaint the staff better with cataloging practices: prepare a manual of general information, teach the catalog use course to the reference staff, and have Descriptive Cataloging explain to the staff the effect of future AACR changes.

4.** Provide greater access to series by expanding the existing series files and making them readily available, and by tracing all series permitted by cataloging rules.

5.** Provide training and data sheets on the automated catalog.
Consider adding to the on-line catalog various features desired by catalog users.

6. In cataloging, become more aware of users' needs; consult with subject specialists as necessary; allow more flexibility for cataloging special materials; weigh in advance the impact of rule changes; make more added entries; qualify headings and add geographic qualifiers more often; add more informative notes; trace series as liberally as possible; make more scope notes; provide greater geographic access; use current terminology whenever possible; use foreign language terms as necessary; give subject headings to works of belles lettres; apply both specific and general headings; place classification schedules in the stacks.

SPECIAL COLLECTIONS

I. Bibliographic access to special collections

The Library of Congress has a well deserved reputation for producing bibliographic records of high quality and in great quantity. It is not surprising that, in this effort to give detailed, precise control to a huge mass of materials, certain materials have received high processing priority while others have received relatively little or no attention. Generally, it seems that the Library provides bibliographic control first to materials for which there is a perceived demand from other libraries for printed cards or MARC tapes. As a result of this emphasis, a major portion of the Library's collections (primarily the special subject and format collections), which include much that LC possesses that is most valuable or unique, has received either no bibliographic access at all or access so limited and mysterious that the material is essentially lost to all but a small public. Indeed, a great deal of material is accessible to researchers only through the memory of a member of the Library's staff.

The types of materials for which easy access is presently inadequate include microforms, rare books, broadsides, pamphlets, music, recordings, prints, photographs, motion pictures, manuscripts, technical reports, cartographic items, and a sizable number of book materials in non-Western languages. There are programs to provide bibliographic access to some of these materials but much more needs special format or collection. He may not even know of the existence of a special collection or of its exclusion from the catalogs. Almost as important, special formats frequently provide information which even the most sophisticated searcher might not imagine. For example, a map might provide information on a subject which the user might have expected to find in a book.

The catalogs and data bases of the Library should more accurately reflect the total Library holdings, not just the book collections. No format or collection of materials should be excluded automatically from representation in these catalogs or data bases. The form of representation of these materials will, of course, vary with the type and degree of bibliographic access available, and should not be limited to those materials for which printed cards or MARC data are available.

For material with full cataloging, the catalog cards and/or MARC records should be incorporated into the full catalog. Other materials might be represented by references or form-card references, or by non-printed card or other cataloging data. Each card or data record would have to be clearly marked with the name of the collection or format represented so as not to confuse the user. Imaginative devices, such as color-coded guide cards, could be used to differentiate special from general collection materials.

In addition to actual representation in the catalogs, the existence of the special collections should be prominently advertised in and around the catalogs. This display would be especially important to those divisions or collections whose representation in the catalogs might be the most limited.

RECOMMENDATION:

> Include some form of bibliographic access to special format and collection materials in the Library's main public catalog and data bases.

3. Guides to special collections

In addition to providing more comprehensive bibliographic access for special collection materials, there is a need for more published information about these collections. Few things are as helpful in informing a library user, whether staff member or not, and as easy to refer to conveniently and repeatedly, as guides and pamphlets. Many special collection divisions have already prepared pamphlets and a few, such as the Geography & Map Division, Music Division, and the Rare Book and Special Collections Division, have prepared extensive guides to their collections and services. These guides, to be useful, should be revised often, displayed prominently in appropriate locations throughout the Library, and proffered eagerly to users.

In addition, there exists a need for an up-to-date guide to the myriad card catalogs which exist throughout the Library. Many of these catalogs could be extremely valuable to staff and other users, if they were not known only to the staff of the division in which they are located.

RECOMMENDATIONS:

1. Encourage special collection units to produce adequate guides to their collections and services.

2. Publish a current guide to the numerous card catalogs and data bases available for staff and public use throughout the Library.

THE MAIN CATALOG

1. The state of the Main Catalog

Our next major recommendation concerns the Main Catalog, which is intended to be the major public point of access to the Library's vast and scattered collections of materials in many forms. It is the key to the collections for much of the reference staff and most of the public, and it is a constant embarrassment and trial to the librarians who must help the public use it. That the greatest library in the world should have allowed its public catalog to deteriorate into such a state of misfiling, missing entries, numerous alphabets under a heading--such a state of decay and unreliability--is tragic. For many of the people we talked to, the editing of the Main Catalog was among their top priorities and for some, especially those dealing with readers in the Main Reading Room, it was the first priority to improve bibliographic access at LC. Merely correcting the filing errors, which is not all that needs to be done, would be an enormous project, more extensive and expensive than at any time in the past. Nonetheless, we believe that it should receive an extremely high priority. The state of the catalog erodes the confidence of both staff and readers in the system itself; after all, the deterioration has been allowed to happen, however reluctantly. In addition to the intangible costs of staff and reader time wasted and publications not found--costs not adequately weighed when past decisions have been made--there is the cost of duplicate publications ordered or processed because searchers were unable to determine whether or not the Library already had the publications.

We believe that the Library should formally undertake and announce the project of completely editing the Main Catalog. We realize that to assemble the staff and to plan for such a vast undertaking would take a year or more, so we somewhat reluctantly agreed that this project should not be undertaken until the Main Catalog is closed, in 1980 or whenever the on-line catalog has been completely developed. Planning should begin well in advance, however, so that the editing can begin immediately. The reason for delaying until the catalog is closed was that the project could be done once and for all, with no later filing errors or changes in cataloging rules to mar its perfection.

2. Filing

At the same time we think that the quality of filing in the Main and Official Catalogs should be seriously considered and certain measures undertaken to alleviate the situation now, without waiting until 1980. The present system needs improvement. We suggest a return to former practice--that all filing in the Main Catalog be "above the rod," and that filing in both catalogs be revised by another person--and that at least one additional person, and preferably more, be added to service each of the catalogs, stationed there for the sole purpose of refiling the worst places, answering questions from staff and readers, refiling cards marked with error-in-filing notices, etc. Even though the catalog will be completely edited in a few years, we believe that these positions are justified now, because--on the advice of the reference and cataloging staffs, for example--the worst and most troublesome areas of misfiling could be corrected, which should result in less wasted time and fewer disgruntled readers and staff. It would also be an evidence of the Library's realization of the seriousness of the problem and its commitment to improving the Main Catalog.

We realize that filing is a very tedious but also demanding and exacting job. Filers are required to meet large quotas and are aware that the advent of the automated catalog means losing their jobs. However, until the card catalogs are closed, filing is a critical element in the bibliographic process. The Subcommittee believes the Processing Department should try different ways to restructure the filing job so that filers can feel their job is an important part of cataloging. One way would be to allow filers to divide their time between filing and other duties.

RECOMMENDATIONS:

*** 1. Plan for the enormous project of completely editing the Main Catalog and begin it as soon as the catalog is closed.

2. Begin immediately filing all cards in the Main Catalog "above the rod," and revise all filing in both the Main and Official Catalogs.

3. Add at least one additional senior filer to service each catalog, solely to refile errors, answer questions, refile the most troublesome multi-alphabet messes, etc.

4. Seek a way to restructure the job of filing so that only part of the time is spent filing, the rest on other duties.

5. Consider transferring the trained filers of the National Union Catalog Publication Project to the Main Catalog when that project is completed.

COMMUNICATION

1. Staff as catalog users

The Library of Congress serves many publics, including Congress, scholars, other libraries, and its own staff. Many staff members in reference and reader service areas have felt for a long time that the orientation of the Processing Department was more toward the needs of outside libraries than to those of the Library's own staff endeavoring to use and help others to use its great collections. Cataloging priorities (what gets cataloged first), the fact that many of LC's unique materials are not cataloged while items of value only to other libraries are cataloged so that printed cards and MARC tapes can be produced, the fact that the Main Catalog has been allowed to deteriorate into an embarrassing and unreliable condition, the apparent lack of consideration of reference divisions' input on Processing decisions which vitally affect their future work--all these factors have caused many members of the Library of Congress staff to feel that their needs and the needs of people who come here to use the Library are not strongly enough considered. When the costs of a proposal are assessed, the intangible ones of lost staff and reader time and of simply not finding material are not given enough weight. This situation may be changing but work is needed to create the best conditions of understanding and communication. Not only should the needs of the staff and on-site users be considered, they must be perceived to have been considered.

2. Communication

Perhaps the greatest problem the Library faces is communication. Its size and various locations have helped fragment the staff and have helped walls to grow between departments and divisions. Everywhere we found that people simply need information; often it is available but they don't know where to turn for it. It is not enough to offer a service, it is also necessary to aggressively advertise the availability of that service. Most parts of the Library have failed to realize this, and specific efforts need to be made to inform staff and users about available services, such as Serial Record, the Central Charge File, Publications Distribution, the Process Information File, or about the fact that cataloging divisions have principal catalogers who should be the recipients of questions, suggestions, problems, etc. It is not enough for top administrators to discuss matters of importance, there is a great need for staff at the operating levels--catalogers and reference librarians, for just one example--to have the opportunity to get acquainted and discuss problems and matters of mutual interest. What catalogers do has a great impact on how reference librarians find things in the catalogs, and it is this kind of informal give and take that will contribute toward better understanding, and will help people do their jobs better. Sharing expertise will also help to understand the needs of the catalog user. We suggest the establishment of a system of operating-level staff liaison. Select one or two people per division to answer questions from a particular division, or all questions could be routed through the principal cataloger or another person, as seems desirable in the particular division. In the reference divisions, a person should be found through whom all questions could be funneled. It should be possible for some of the staff of two or more divisions to get together for occasional informal meetings.

We expect that the results of improved communications would be an increased awareness of the needs of catalog users, whether staff or readers, and increased opportunity for their points of view to be heard on matters that vitally affect them and increased consideration of their viewpoints. An example that comes easily to mind is what the Library will decide to do with the Main Catalog after it is closed. It could be published in book form and/or microform and then discarded or kept for use of staff and readers in the future. Users of the catalog have a great stake in that decision.

3. Exchange of jobs between cataloging and reference staffs

Another form of communication we recommend is an exchange of catalogers and reference librarians. It is much easier for catalogers to work in reference areas, especially the Main Reading Room where there is a complex public catalog in which they could be stationed to give assistance to the public and staff, than for reference librarians to work in cataloging. However, we think both kinds of exchanges should take place, although not necessarily in equal numbers. The purpose of the exchange would be to give each an understanding of the other's needs and problems. Catalogers using the catalog to help readers would be more aware of the needs and wants of catalog users and of the kinds of information people want on catalog cards. On a voluntary basis, catalogers from Descriptive, Shared, and Subject Cataloging divisions would spend one or two weeks full time in the Main Reading Room or another reference location. We felt that one week is the minimum for an informative experience. The cataloging divisions could work out how they could best use reference librarians on a similar exchange.

4. System for dealing with errors and problems

Most people consider it a professional responsibility to do something about a problem when they find one, whether it means inserting an error-in-filing card into the Main Catalog or returning a mislabeled book. Unfortunately, the entire processing flow is so complicated that many people do not know what to do or whom to contact about a problem and may not be able to spend much time trying to figure out what to do. We recommend establishing and publicizing a system for dealing with errors, suggestions, and problems with printed cards, automation errors, mislabeling, wrong binding, problems of entry, subject heading problems, problems with Serial Record and Process Information File (whom to contact when you know the information you receive is wrong), etc. There should be an increase in the number of forms available to report or forward errors. The present Notification of Error card is difficult to use for automation errors and does not cover all the situations that can arise and frequently do. Also, it would be more useful if the pink error-in-filing cards stated whether they were to be filed before or after the supposedly misfiled card.

5. Binding

One of the kinds of problems mentioned above is binding. This suggestion from a 1974 report concerns the binding of collected series.

> Since the change in the treatment and handling of analyzable monographic series as announced in Processing Department Memorandum 112 (June 14, 1971), unbound analyzable parts of collected sets have been bound immediately after shelflisting and sent to the shelf. They no longer go to the custodial divisions for retention until bound as collected sets. As a result, numerous analytics consisting of only a few pages are separately bound. An outstanding example is the American Red Cross Circular Series (HV575.A3). This practice is certainly more expensive (in terms of binding costs) than before, overcrowds certain sections of the general collections, and often makes proper filing and retrieval more difficult. It is recognized, however, that these procedures have substantially improved the handling of this category of material in that analyzable monographic series are now promptly cataloged, bound and available to readers and that manpower processing costs to the Serial Record Division and custodial divisions are proportionally reduced.
>
> We recommend that a selected number of monographic series (perhaps 100) kept as collected sets should be identified for retention in the custodial divisions before being sent to the Binding Office. Prime consideration for selection should be given to size and frequency of the individual analytics. Annual reports could be considered for inclusion in this category. Reverting to this pre-1971 practice for a selected number of titles could be put on a two-year trial basis, after which time the divisions involved would make an evaluation of its effectiveness.
>
> [Excerpt from Final Report of Subcommittee to Reduce Binding Costs, April 12, 1974. Not implemented to date.]

6. Explaining cataloging rules

Many of the people with whom we talked expressed interest in a manual of cataloging principles and book flow, to help them understand what processes a book goes through and how and where it can be located if necessary. The purpose of the manual would be to summarize only the most major rules and to explain for the non-catalogers on the staff the tricks that are necessary to use the catalogs effectively, especially the effects of various changes in descriptive cataloging rules. For example, there was a period of 20 or so years when title added entries were rarely made; the manual would explain that and give the approximate dates. Changes in corporate entry caused by the Anglo-American Cataloging Rules(AACR) could be explained simply. Such a manual would be of great use to the staff who use the catalogs. As further changes in descriptive rules occur it is important that their effect on the catalog be made clear to the users. When a body that has been entered in the catalog for years as Washington, D.C. Corcoran Gallery of Art is now going to be entered under Corcoran Gallery of Art, the staff who use the catalogs need to have this explained to them in terms they can understand. We hope that the Descriptive Cataloging Division, in consultation with representatives of reference divisions--perhaps those through whom requests were to be funneled, as described above--will undertake an educational campaign to inform the staff. In the past various contemplated changes in descriptive cataloging rules have been circulated to other divisions but have not reached the affected members whose opinion was sought or were couched in such language that the staff did not understand the meaning of the changes.

An underused resource is the catalog use course taught by the Cataloging Instruction Office, Processing Department. It is not widely enough known about and taken outside the Processing Department. The Library has and will continue to have many people on its reference staffs without formal training in cataloging whose jobs entail using its complex catalogs. They could benefit from taking the 25-hour course in effective catalog use. Another staff member would probably need to be added to the Cataloging Instruction Office to meet the demand, if this were made a routine part of LC training. This could also be valuable training for staff who have had instruction in cataloging.

7. Audiovisual Devices

An interesting area for exploration is the use of audio-visual devices to explain the Library and how to use it; better graphics are needed, too. Suppose a reader who had learned that there was a Geography and Map Division and wanted to know more about it could simply go to a special telephone and dial a number for a recorded message explaining G&M. This, of course, could be done for all reference divisions and others as appropriate. Videotape seems appropriate as a teaching device; for example, there could be a videotape on how to use the card catalog, a perennial question, and another on how to use the on-line catalog. These are novel and appealing ways of getting a message across without taking up staff time; there could be a videotape message and viewer near each computer terminal in public areas, perhaps.

8. Access to Central Charge File and Process Information File

A barrier to ready access to information is the hours of the Central Charge File and the Process Information File. We suggest that their hours of service be coordinated with the hours of opening of the public reading rooms, as Serial Record reference has been.

RECOMMENDATIONS:

***1. Establish liaison between operating-level staff in reference and processing activities.

2. Cataloging divisions should consult reference staff in advance when considering changes in cataloging policy.

3. Exchange jobs among catalogers and reference staff.

4. Establish and publicize a system for dealing with errors in processing. Increase the number of forms available to report errors.

5. Collect more series before binding.

6. Prepare a manual of cataloging principles and practices and book flow during processing.

7. Descriptive Cataloging Division should undertake to explain to the reference staff the effects of changes in descriptive cataloging rules caused by the revisions of AACR.

8. Make the catalog use course a routine part of their training for reference staff.
9. Explore the use of audiovisual devices and graphics to inform and train staff and readers.
10. Coordinate the hours of the Central Charge File and the Process Information File with those of the public reading rooms.

ACCESS TO SERIES

1. Lack of entries

Our third recommendation concerns a common and vexing problem mentioned by nearly everyone interviewed by this Subcommittee--the urgent need for more series added entries. The present cataloging practice when establishing a new monographic series is to designate it as traced or untraced. Only traced series have added entries made for each item in the series and only these cards are filed in the catalogs. The overwhelming response of catalog users as represented to the Subcommittee was the desirability of having series added entry cards for all series filed in the catalogs. It is extremely frustrating to find "X series. The volumes of this series in the Library are separately listed under the author [or]...under their respective authors" when one may have no way of finding the authors. Since the catalog files described below offer the possibility of retrospective coverage for all untraced series, steps should be taken to remedy this situation as soon as possible.

2. Existing Series files

In addition to the traced series cards which are now filed in the Main and Official Catalogs, series information can be found in three places: the retrospective monographic series file (the old Card Division series file) housedin the Navy Yard Annex, the current series file maintained by the Shared Cataloging Division, and the new LC book catalog Monographic Series.

The monographic series file contains cards for all items the cards for which contain a series statement (whether traced or untraced) up to the beginning of the Monographic Series book catalog in 1974. No more cards are being added to this file because Catalog Publication Division plans to edit and publish it. However, until the completed publication is available, catalog users have limited access to the only source of retrospective series information.

The Monographic Series catalog which continues the coverage of the retrospective card file is issued quarterly and cumulated annually. Although copies of this catalog are available throughout the Library, most catalog users did not seem to be aware of its existence. (This reflects a different kind of access problem. The information is available but it is not well-publicized.) Its utility is lessened because it's about a year out of date.

The series file maintained by the Bibliographical Section of Shared Cataloging Division has a different scope than the other two series files because it is primarily a working tool for Shared Cataloging. This file contains a preliminary or printed series card for any item cataloged by the division as well as series treatment cards.

3. Solutions

The Subcommittee's first recommendation is to bring all the series information together in one public location, either the Main or Official Catalog. This would mean moving the retrospective file from the Navy Yard Annex and placing copies of the Monographic Series catalog beside it. This is the ideal solution and the Subcommittee realizes it has two drawbacks which may outweigh its advantages. First, the file contains 2,174 trays and would require considerable space in the already crowded catalog area. Second, since Catalog Publication Division will require the file in the near future to prepare it for publication, the retrospective file would have to be moved away from the catalog area shortly after it arrives there.

Therefore the Subcommittee would like to propose an alternative recommendation which may not be as satisfactory to all users but is more feasible: Start with the already existing series file in Shared Cataloging, expand its coverage, and make it more accessible. This would not require additional space and could be incorporated into the existing work of Shared Cataloging. It is not subject to the same time restrictions as the previous recommendation. This recommendation has three parts:

A. Expand the coverage of the Shared Cataloging series file to include series cards for items not cataloged by the division. At present the Bibliographical Section of Shared Cataloging receives a complete set of printed cards, which must be sorted to select the relevant series cards. By changing the selection requirements, the scope of the file can easily be expanded. This file will be an extremely valuable resource, and it should certainly remain, be maintained, and be serviced by Shared Cataloging at least until the Main Catalog is completely edited. At that time its future could be reconsidered, since presumably--with the greatly expanded number of series added entries (see next recommendation)--these entries would be available in the catalogs.

B. Photograph the retrospective monographic series file and reproduce it. It could be reproduced on microfiche at a cost of $23,000. The fiche would take up the space of two catalog trays instead of 2,174 and copies could be used in many different ways. The primary purpose would be to supply a set to the Bibliographical Section of Shared Cataloging so that all series information would be available in one place. Sets could be made available to the reading rooms if they were interested. The microfiche could also be used to produce a paper copy which might be edited by Catalog Publication for its book catalog, or the fiche themselves might be sold to interested libraries.

C. Telephone inquiry service on series should be made available by the Bibliographical Section of Shared Cataloging. This would probably mean hiring at least one additional person to work in the series file. The existence of this service and the location of the file should be well-publicized to all staff members.

RECOMMENDATIONS:

1. Expand the coverage of the series file in Shared Cataloging.
2. Publish the retrospective monographic series file in microfiche.
3. Provide telephone reference service on the series file in Shared Cataloging.

The above recommendations address the question of retrospective series coverage. Different recommendations are made about the future treatment of series:

RECOMMENDATIONS:

1. Trace all series that cataloging rules permit (see recommendation four in descriptive cataloging section, p. 39).
2. Modify the treatment of untraced series in MARC records so that they can be accessed in the same way as traced series. This means changing the MARC content designators for any untraced series already in the MARC data base.

ON-LINE CATALOG

1. General feeling

One aspect of bibliographic access which provoked surprisingly little controversy was the nature of the on-line catalog. Although it is obvious that catalog users have numerous complaints about the card catalog, many of them have not begun to think about their needs in an on-line catalog. In general, people from divisions which are already inputting MARC records or which have felt the benefits of MARC records were the only ones who commented to any degree on the on-line catalog. Their most frequent request was to have a wide variety of data bases (MARC, OCLC, SCORPIO) available on-line; this includes types of current MARC records (maps, serials) not yet available on-line. Another frequently mentioned idea was the need for retrospective conversion of older LC printed cards.

2. Training

The Subcommittee was particularly concerned about the lack of training and information about the automated system. The majority of people using computer terminals felt the need for more information about the automated system, its capabilities, and how to use it. If they had questions or problems, they did not know whom to contact. The Subcommittee realizes that those in charge of automation have been too busy developing the system to devote adequate time to training. However, it is critical that this lack be remedied as soon as possible.

No one division has responsibility for training LC staff members or readers to use the on-line system. A great deal of staff time has been spent in a sort of each-one-teach-one program that often results in incomplete information being passed on. There is great need for an organized program of training on the automated catalog, whether undertaken by the Training Office, MDO, ISO, or someone else. Data sheets about the automated system are necessary; they should be written in simple, clear language, be widely distributed, and be timely, as they are needed as soon as the system is operational.

RECOMMENDATION:

> Implement immediately an organized program for training LC staff to use the automated catalog effectively. Prepare data sheets that are understandable to non-librarians and those not familiar with automation terms.

3. Desired features

The desirability/possibility of arranging subject cards inversely by imprint date was mentioned by a number of persons interviewed by the Subcommittee. The Subcommittee hesitates to recommend such a departure without extensive study, especially with the imminent advent of an on-line catalog. The principle seems, however, to be a valid one which might easily be incorporated as an option for search via machine.

RECOMMENDATION:

> Investigate the possibility of providing via the on-line catalog an optional search pattern which would arrange subject entries in reverse order by date.

The Subcommittee asked users what other access points they wanted in addition to those already provided in the manual system. The most frequently mentioned item was approach by keyword; others which were suggested often were geographic area, place of publication, publisher and series. Almost everyone agreed on the need for display of the complete MARC record including all diacritical marks. Some people said they would like the option of choosing a complete or abbreviated record dispaly. They favored presenting catalog elements in the same order as they now appear on the printed card.

In writing this report, the Subcommittee has kept in mind the planned implementation of the on-line catalog and the closing of the card catalogs. These plans have influenced the direction of certain recommendations. The most striking example of this was the decision to postpone the editing of the Main Catalog, a need which was felt strongly by the entire Subcommittee. However, it was not realistic to recommend editing the catalog when it would be closed in just a few years. The Subcommittee's recommendation for additional types of subject headings and added entries was influenced by its knowledge that it is easier to provide more access points in an automated system than a manual one. Finally the Subcommittee reminds the designers of the on-line catalog to take note of prevalent problems mentioned by card catalog users. For example, the need for access to untraced series should be noted so that they can be made more accessible in the on-line catalog. (See recommendation two, p. 24)

CATALOGING

Although one frequently hears cataloging referred to as a formalized method for losing books, and though the criticisms leveled at cataloging, its quality, consistency, content, and intent are legion, results of the Subcommittee's investigations indicate that the situation is not so serious as one might believe. It appears that most users find what they are looking for in the catalogs.

This is not to say that there are no problems with or criticisms of LC cataloging. There are many, and many of them are major. It is with the criticisms of cataloging that the Subcommittee has concerned itself.

In our inquiries we dealt separately with the problems of descriptive and subject cataloging, and many of our specific recommendations are divided along these lines, but most of the problems, policies, or practices that have resulted in some of the perceived inadequacies of LC cataloging are shared by the cataloging divisions of the Library, whether they be concerned with descriptive* or subject cataloging. These problems which are shared by descriptive and subject cataloging will be dealt with in this first section relating to cataloging generally. Recommendations relating only to one aspect of cataloging or another will be given in the following two sections.

---

*For the purpose of this report, "descriptive" cataloging should be understood to include both Descriptive and Shared Cataloging Divisions.

The problems held in common by descriptive and subject cataloging are as follows:

1. Inadequate awareness of or sensitivity to user needs.

Catalogers* all have at least one subject specialty: Cataloging. It is not an inconsiderable specialty, but it does not adequately acquaint the practitioner with the needs of the catalog user. The resultant lack of appreciation for the problems that the user encounters results in a system that is sometimes blind to the purpose of the catalog, both in the formulation of the rules and in their application or interpretation.

RECOMMENDATION:

> Devise and implement a system whereby catalogers, both line and staff, temporarily serve as reference librarians. (See section three under communication, page 13).

The Subcommittee anticipates that such a program could not be made compulsory, but all cataloging staff should be strongly encouraged to participate. The initial assignment for any cataloger, which might be at the main catalog information desk, or another similar location, ought preferably to be of 1 or 2 weeks duration. Additional "refresher" assignments might be for a day or more once a year. If the Library preferred, other alternative schedules, such as a monthly assignment of a few hours, might be used.

2. Inadequate awareness of the special needs of special or exceptional materials.

Much of what LC acquires and catalogs is of a specialized nature, either by subject or format, and the best cataloging of these materials may be possible only through the utilization of a deeper knowledge of the literature, subject matter, and uses of the field or format involved than catalogers can be expected to have. This is especially true of descriptive catalogers who must work with an unlimited number of subjects and types of materials, though subject catalogers also encounter this same type of problem.

---

*Note that the word "cataloger" should be understood to include both catalogers themselves, as well as those persons whose responsibility it is to set cataloging policy.

RECOMMENDATION:

1. Develop a routine whereby catalogers frequently consult with LC's subject or format specialists so that each item cataloged will receive all essential points of access and all essential notes. [If our earlier recommendation that cataloging be carried on in situ is implemented, this liaison with users will of course be extremely simple to achieve.]

2. Institute a training program for catalogers to introduce them to the types of materials they may encounter, and to acquaint them with the needs of the users of the materials in special fields and formats.

3. Improve and expand the system for reporting suspected errors in cataloging to include both errors and inadequacies, so that subject or format specialists may refer the material to the appropriate division for modification of the cataloging. (See recommendation four, p. 18)

Two corollaries to recommendation 3 are that specialists be encouraged to submit this sort of report, and that the various cataloging divisions be encouraged to be responsive to such suggestions.

3. Inability to respond to the perceived needs of special or exceptional materials.

A body of set rules and practices is necessary in order to maintain quality, consistency, and reasonable speed in the cataloging produced by a large number of employees. It frequently seems, however, that the desire for consistency becomes rigidity, and the system can become important for its own sake, rather than for the user it is intended to serve.

Materials received and cataloged at LC are incredibly diverse, and an arbitrary application of the same rules for all types of materials does a disservice to all but the most ordinary items. Many types of materials have special attributes which may be unique to them, or which may be especially important to those materials, while being insignificant in some other body of materials. Yet, since cataloging rules seem to be formulated with an eye to the lowest common denominator, these special attributes must frequently be ignored in cataloging.

RECOMMENDATION:

> Formulate rules and policies in such a way as to allow for more flexibility in the cataloging of special or exceptional materials, especially in the areas of providing for additional points of access, or additional descriptive notes. (Refer to the recommendations in sections one and three of descriptive cataloging, on pages 36, 38-39)

The Subcommittee does not suggest that such basic informational areas as entry, title, imprint, etc., be altered. It is of the utmost importance that these areas remain similar for all materials. Notes, however, and additional tracings, both descriptive and subject, could be added as necessary to any cataloging record without jeopardizing the consistency or validity of LC's product.

4. Rule changes: General.

It is recognized that the theories and philosophies of cataloging are ceaselessly evolving because of changes in the sorts of materials being cataloged, because of changes in the perceptions of user needs, or because of the demands and opportunities of machine processing. It is further agreed that adamant refusal to recognize this evolution and to reflect it in cataloging rules is a serious fault. No less disturbing, however, is an atmosphere in which changes are constantly being made. Changes in cataloging practice, especially those which deal with main, added, or subject entries, are confusing to the user. Frequent changes make the system hard for a user to predict, particularly when a wide chronological range of materials is being searched, since in a search of this type the results of many past practices are encountered.

Even though cross references are liberally made to guide the user from forms used by one rule to forms used by another, the confusion persists when readers find similar materials cataloged differently. An additional consideration is that cross references can be so lost, or can be so confusing in themselves, that readers can be led on extended trips through the catalog before reaching their objectives. Persistence and familiarity with the system ought not to be such vital prerequisites for locating material via the catalog.

RECOMMENDATION:

> Make no rule change without first studying the impact that such a change would have on users. Weigh any economy in the cataloging process carefully against any possible diminution of economy of time on the part of users. Use restraint in instituting any change in cataloging rules which does not enhance user access.

The Subcommittee realizes that the present system of cataloging is far from perfect, but it at least is familiar. When contemplating changes in this system, many users would agree with the Plymouth, Massachusetts newspaper which wrote, on the subject of Forefathers Day, "We much prefer established error to novel truth."

One factor which may influence changes that are made in cataloging rules is the potential of the on-line catalog. But even though it may seem a simple matter to make alterations in such a machine system, it must still be remembered that 1) it may not be as easy as it seems; 2) pre-MARC records would not be included, and inconsistencies therefore would be perpetuated; and 3) not all libraries will have access to an on-line system.

5. Rule changes: Economy vs. usefulness.

When working with a collection of materials and a group of employees as large as that at LC, economic and logistical problems have to be taken into consideration whenever changes in cataloging are contemplated. Time lost by applying seemingly superfluous rules, or in attempting to make complicated decisions, the expense of filing additional cards, and the limits of space in which to file them, can be enormous. But these considerations cannot be viewed in isolation. The user is greatly affected by economies exercised in the cataloging process.

Changes which are made for the sake of economy or in order to increase cataloging productivity; to make cataloging faster through making decisions easier; to decrease the amount of research necessary in establishing entries; or to decrease the number of headings which can be established for a work, frequently result in reduced user access to the materials, or in reduced ability to identify headings.

Readers, both generalists and specialists, search for individual items under entries which are very difficult for catalogers to predict. Any rule or practice which reduces points of access to material does the user a disservice. Economies in cataloging which reduce access may simply pass the cost on to reference librarians and users in terms of lost time or missed information.

RECOMMENDATION:

> Implement a policy to make no change in rules, practices, or interpretations which reduces the number of access points to a work, or which reduces the ability of the user to identify a heading.

Descriptive Cataloging

Many of the complaints or suggestions relating to descriptive cataloging are dealt with in the preceding section, since they were criticisms also leveled at subject cataloging. In this section will be found some of the specific recommendations which grew out of those generalized concerns.

1. Points of access: Number.

As stated in item 5 of the section on cataloging, it is difficult to predict the headings under which a reader will search for a work. This is especially true because of the wide variation in entry elements used in the bibliographies which users may consult before beginning their catalog search. In order to increase the likelihood that readers, both the experienced and neophyte alike, will find what they are looking for, the Subcommittee makes the following recommendations:

RECOMMENDATIONS:

1. Routinely trace popular names of government reports.
2. Routinely trace all titles, partial titles, cover titles, etc., by which a work might conceivably be known.
3. Liberalize the policy for making added entries for individual items in composite works. (This seems especially important for collections of music, either printed or recorded.)
4. Where they are desirable for the type of material being cataloged, routinely trace collaborative authors such as editors, illustrators, translators, etc.

Arguments might be made that routine tracings of collaborative authors of these types would unnecessarily clog the catalogs. There are, however, types of materials for which these types of entries are of great importance. If catalogers were made aware of the special needs of special types of materials (see section one of special collections, page 1), and if the rules were flexible enough to allow it, added entries could be made for those materials that warrant it without unnecessarily cluttering the catalogs. When in doubt, make the added entries; it is better to err on the side of generosity.

2. Points of access: Construction.

Under current rules and practices, such identifying qualifiers as dates, titles, location, etc., are generally not added to headings unless a conflict exists or, in some cases, is likely to exist in the future. This practice can often lead to a great number of similar headings, either personal or corporate, being established with only the smallest of differences and often with no way for the reader to determine which of the headings is the one for which he is searching.

RECOMMENDATIONS:

1. To the extent possible under present rules liberalize interpretation and application of the rules governing the establishing of headings so as to include as often as possible geographic or other qualifiers in headings.
2. Seek revision of the rules governing the establishing of headings so that qualifiers may more frequently be added to headings. Seek to change

> the rules governing establishing corporate bodies so that, when it is possible to determine location, the location be a part of the heading for every corporate body.

3. Notes

Notes on catalog cards are frequently useful in determining the suitability of a specific item to the purpose of the searcher. Especially for materials which are difficult to service, or which may be damaged by repeated withdrawal from the collections, anything which can be included on the cataloging record which will help to assess the item's usefulness will be of value both to the user and to the collection.

It is recognized that some aspects of a work may be important only to a particular type of material, and that routinely making notes for items of no interest to the bulk of users for the bulk of materials is not desirable. It is felt, however, that if catalogers were passably familiar with the types of materials they were cataloging they would be able to determine which notes were desirable and which were not.

RECOMMENDATION:

Change policy and practice on the inclusion of notes in the following ways:

a. Include notes describing special types of indexes.
b. Include notes indicating why an item is unique or valuable. (This recommendation goes beyond AA143B1a, which requires notes to be made in order to distinguish between items.)
c. Increase the use of contents notes, especially for composite works.

d. For works in non-roman alphabets include a note which gives imprint information in English.
e. Allow for the inclusion of other descriptive notes describing other unusual features of an item. e.g. the presence of original engravings, a work printed on silk, etc.
f. Include matrix numbers for recorded sound works.

4. Series added entries.

The rules governing the tracing of series added entries were formulated on the principle that the series should be traced whenever it seems likely that the work in question might be searched under series. There is nothing wrong with this principle, but most of the users interviewed by the Subcommittee agreed that the assessment as to what sorts of series will be searched for has been too narrow, and that the distinction between publisher's and other series is artificial and results in far too few series being traced.

There are innumerable instances when users search for items under series, particularly, as often happens, when other bibliographic elements for a work are partially or totally unknown to them. Other users search by series to locate a body of similar works. Catalogers may search under series to try to achieve consistency in cataloging among items of a series. These and other reasons for searching by series are as valid for commercial publisher's series, which are not now usually traced, as they are for those series which do receive added entries.

RECOMMENDATIONS:

1. Alter LC's interpretation of present AACR's to make series added entries as liberally as possible.

Within the provisions of these new interpretations alter those existing treatment cards which warrant it and begin tracing series on new works.

2. Work for the revision of the cataloging rules to allow for the tracing of all series.

The Subcommittee concedes that there may be some types of series which still may be undesirable to trace, as when the series name and number constitute nothing more than an order number. This is a problem which LC would have to deal with in due course.

The Subcommittee makes this recommendation for series added entries even though it understands that there is currently an LC publication Monographic Series, which contains entries for all items in series, whether traced or not. Despite this fact, and taking into account the possible publication of the retrospective series file (see p. 23), the Subcommittee believes that these other sources, valuable as they may be, do not constitute an adequate substitute for the ease of retrieval to be achieved by tracing a much wider range of series, and by incorporating these cards into the catalog.

Subject Cataloging

As with descriptive cataloging, many problems were identified which were held in common by all cataloging divisions. Such issues as subject consultation, frequent rule changes, responsiveness to the needs of users, etc., have been treated in the general section on cataloging. The following are subjects which relate exclusively to subject cataloging.

1. Clarity of subject headings.

In a system of subject headings as large and detailed as the LC list of subject headings it cannot but be expected that there will occur subject headings which are difficult to distinguish one from another. LC's subject cataloging policies allow for the use of qualifiers in establishing subject headings in order to avoid such confusion, but they are used with restraint. Frequently such qualifiers are not added when the cross reference structure to the heading would make the heading's usage obvious or when a scope note appears in the subject heading list. Scope notes are also made with some restraint. This restraint may seem to make sense at the Library of Congress where the subject specialists formulate the subject headings, where the LC list of subject headings is readily available for readers to use, and where scope notes are filed in the public catalog, but there are several other factors which appear not to have been given adequate consideration.

Unqualified headings whose applications are perfectly clear to the subject specialists who formulate them may be exceedingly unclear to a user who is perhaps not such a subject specialist and who almost certainly is unacquainted with policies and usages which govern headings construction in the Subject Cataloging Division (SCD).

Library of Congress Subject Headings is not always available for users to refer to, either to read the scope notes or to deduce from the cross-reference structure what a heading's use may be.

Even if the book is available, it is frequently not such an easy matter to interpret the cross reference structure. Each subject heading printed in LCSH should be established in such a way that its correct usage is clear from the cross references, qualifiers, and scope notes.

RECOMMENDATIONS:

1. Remember the user's lesser expertise with the system; increase the addition of qualifiers to subject headings whose usage might not be obvious.
2. Include in LCSH scope notes for many more new headings as they are established. Add scope notes to old headings as a need for them is perceived. Encourage librarians both in LC and elsewhere to suggest headings for which scope notes would be helpful. Scope notes are filed in the Main Catalog of the Library, but are printed on ordinary card stock and are nearly impossible to find. We suggest that these valuable notes be attached to some sort of guide card so that they will be immediately obvious to the catalog user and can serve the purpose for which they were intended.

2. Geographic access

The primary interest of many readers is locale. Their interest in subject is secondary, or may be interesting to them only as it relates to a particular place. Yet the majority of subject headings are used in such a way that the topic is first, followed by place.

Recently Subject Cataloging Division has begun to recognize the importance of place to certain types of study (as to genealogy and local history) and to provide that for these fields at least one heading be assigned to each work which begins with a place name. An additional method for providing geographic access has been approved in principle for use with a special body of materials (maps, atlases, globes, and relief models). This is a system of "reversible" subject headings in which for each work that is assigned a subject that takes the form of Topic-Place, an additional heading with the form Place-Topic would also be made.

RECOMMENDATION:

> Examine current subject usage for additional areas where practices similar to those in use for local history materials might with profit be applied. Implement such practices generously.

It is recognized that a field-by-field examination might result in a list of exceptions to normal cataloging practice which would be difficult to remember, and might not be at all easy to administer, so that any attempt to comply with this recommendation would be better for being systematically applied.

RECOMMENDATION:

> Give serious consideration to the expansion of "reversible" subject headings beyond the use for works classed G1000-G9999 to other areas where geographic access is of great importance.

It should be noted that the library community has made it clear to LC that a wholesale application of the principle of reversible headings would not be possible for them to implement, and therefore the special reversed headings will be bracketed or otherwise marked as "unofficial."

3. Use of current terminology.

Fields of study evolve constantly and terminology changes with the evolution, and it is too much to expect users to know the terms by which certain topics were formerly known.

RECOMMENDATION:

> Incorporate current terminology into headings whereever possible. Where it is considered undesirable or impossible actually to use current terminology in headings (as when changes would be too numerous to make), provide cross references from the current usage to the term of the heading.

Subject Cataloging Division procedures already provide for making cross references from current terms, and many such references are made. However, it was widely felt that there was a significant lack of current terminology used either in headings or as cross references. Part of the problem may be that such references are generally made only in response to information appearing in a work being cataloged, while much of the latest vocabulary appears in periodical literature long before it appears in books. Since readers will frequently search under the terms found in periodical literature, it is important that subject catalogers be encouraged to keep abreast of the developments in their fields, and to propose appropriate cross references from this material as they see fit. Subject experts throughout the Library should be encouraged to suggest such references.

Somewhat to the Subcommittee's surprise, the actual use of current terminology in headings was of considerably less importance to the users we queried than was 1) the presence of adequate cross references from current terminology to the headings actually used, or 2) the location of all material on a subject under one heading (instead of splitting the file by beginning to use a modern term at some point, and making references between the terms).

4. Use of foreign language terms in headings

The Library of Congress is an American library and most of the public which it serves both directly and by selling its cataloging product is an English speaking public. It is only fitting that English language terms be employed in headings in preference to other languages. Certain concepts, however, are known even to English speaking people primarily by a foreign language term, even though there may be an adequate English translation. Subject Cataloging Division rightly establishes subject headings in English if a commonly used English term exists. It carries this predilection farther, however. It also establishes concepts in English if an English term can be found, even though the predominantly used form, even in English language works, may be a foreign word.

RECOMMENDATION:

> Wherever in English language works the predominantly used term for a particular concept is a foreign language term, use that term in a subject heading, even though an acceptable English translation for the term may be found.

This practice is sometimes followed by SCD now. The Subcommittee recommends its expansion as a matter of official policy.

5. Subject headings for works of belles lettres.

Current SCD practice generally does not allow for the inclusion of subject headings for individual works of belles lettres. Yet one LC publication (Subject Catalog) does apply a subject heading to each work it lists, including belles lettres. Without subject headings for these works, the student of a particular genre or literature has no way to determine a library's holdings in his field. This non-use of subject headings is especially a handicap in area studies where the study of the literature of an area can be an important part of research.

Beyond the needs of the area or literature student, there is also a demand on the part of public and school libraries for subject headings that would enable the casual reader to find works of a particular type or works on a particular subject.

RECOMMENDATION:

Whenever possible without in-depth reading assign subject headings to individual works of belles lettres. Types of headings which might be assigned would be:

a. Genres (e.g. fiction, poetry, etc.)
b. Types within genres (e.g. gothic novels, spy stories, science fiction)
c. Geographic setting (e.g. Berlin, Greece, Pyrenees)
d. Foreign literature headings (e.g. Poetry, Finnish)
e. Translation headings (e.g. Chinese poetry--translations into English)

6. Joint application of general and specific subject headings.

Many works which contain information on a highly specialized topic may also contain information of significance to the broader field to which the topic belongs (e.g. a work about a specific shoe manufacturer may also contain useful information on the shoe industry as a whole). Under present Subject Cataloging Division policy only the heading for the specific topic would be traced as a subject; the heading for the general subject would not.

Other works may treat several specific sub-topics within a broad subject field. Current SCD policy, which limits the number of subject headings that can be assigned to a given work results in a subject heading being traced for the broad subject, but not for any of the sub-topics.

In both of the instances cited, material which might be useful to both generalists and specialists is treated so that access to the material is limited to one approach or the other. The majority of subject fields are studied by both generalists and specialists, and both may be assisted by a non-specialist reference librarian. Cross references may eventually lead the searcher to useful works with either the general or specific heading, but cross references are frequently not followed up by users (especially if any material at all is found under the heading being searched), and much useful material is therefore never found. If two or more aspects of a subject, but not the entire field, are covered in a work, it would be useful to have headings for each of the specific aspects.

RECOMMENDATIONS:

1. Be more flexible in adding subject headings. Increase the number of subject headings which may be applied to a single work so that a work might receive subject headings for a number of specific sub-topics instead of only the general topic which includes them all.
2. Whenever a work has received a number of specific subject headings, as recommended above, trace the specific headings and, in addition, the general subject which includes them all.
3. Wherever in the judgment of the cataloger a work would be of interest in both the subfield and the larger topic, give the subject headings both for the sub-topic and the general subject, so that both aspects of the work are represented.

This is especially important where the two topics are not adequately cross-referenced, or when there are so many cross references that the reader is unlikely to follow them up.

One of the factors leading to the present limitations on the numbers of headings to be assigned was that of cost/space in filing additional cards. Reasons such as this, which may have been of overwhelming importance at the time the original decision was made, should be reexamined in the light of technological changes brought about by machine processing.

7. Availability of classification schedules.

RECOMMENDATION:

> Place copies of the relevant LC classification schedules in the stacks for the use of searchers.

The copies would have to be chained or otherwise secured so that they would not be removed from the deck.

#409

FINAL REPORT
OF THE TASK FORCE SUBCOMMITTEE
ON THE BIBLIOGRAPHIC ROLE OF THE LIBRARY

John Hebert, Latin American, Portuguese, and Spanish Division
Ronald Gephart, General Reference and Bibliography Division
CO-CHAIRMEN

Pat Bernard, Catalog Publication Division
Constance Carter, Science and Technology Division
David Eastridge, Copyright Cataloging Division
Evelyn Eiwen, Publications Office
Ruth Freitag, General Reference and Bibliography Division
Ann Hallstein, Processing Department Office
Edward MacConomy, General Reference and Bibliography Division
Armins Rusis, European Law Division
Richard Stephenson, Geography and Map Division
Julian Witherell, African Section

Note: This report is a recommendation to the Task Force.

IR004500

INTRODUCTION

The Task Force Subcommittee on the Bibliographic Role of the Library takes pleasure in submitting its final report and recommendations for your consideration. Our report is based on 1) division chiefs' replies to an extended questionnaire concerning past bibliographic production and practices, current projects, and future needs, 2) interviews with key staff members directly associated with LC's publication program, 3) an analysis of earlier proposals for the improvement of the Library's bibliographic services, and 4) independent investigation by members of the subcommittee. Given the volume, diversity, and potential usefulness of the information gathered, we decided to present the bulk of it for ready reference in the attached binder labeled "Supportive Material for the Report of the Task Force Subcommittee on the Bibliographic Role of the Library." The four appendixes to this cover report are resumés and and analyses of the supportive material. The report itself contains a brief review of the Library's present bibliographic program in terms of staffing, training, compilation, publication, and distribution; a summary of the division chiefs' plans for future bibliographic projects and their perception of the Library's bibliographic role; a discussion of those factors that have presented the greatest hindrance to bibliographic compilation and publication at LC; a consideration of previous attempts to revitalize our bibliographic program; and a presentation of the subcommittee's specific recommendations for reordering the Library's bibliographic priorities and improving its services to Congress and the public.

For the purposes of our investigation we chose to define "bibliography" in the broadest possible terms to include book catalogs, subject bibliographies, special collection bibliographies and guides, exhibit catalogs, selective lists, finding aids, and checklists. By so doing we were better able to place in perspective the bibliographic activity of units in all areas of the Library, whether in the Librarian's Office, CRS, Copyright, Law, Processing, or the Reader Services and Research departments. The bibliographic demands made on LC by Congress, other Government agencies, and the public, we discovered, are frequently urgent and require the participation of nearly all offices, departments, and divisions to some extent. Indeed, the principal reference service provided by LC is bibliographic in nature. Our bibliographic activity embraces an incredible range of knowledge and varies from routine consultation of LC's catalogs to several months, even years, of continuous compilation. While the majority of the Library's responses to bibliographic inquiries are brief and aimed at furthering the research of our constituents, a substantial number constitute scholarly achievements in themselves. Our study indicates that LC is presently making its unique resources known to a worldwide constituency through a remarkable, even bewildering, variety of guides, lists, and catalogs. In general, these bibliographies meet the highest professional standards and are made available to the public free or at a nominal cost. But several weaknesses have been noted in the planning and execution of these projects. The most pertinent perhaps are the lack of a coordinated and comprehensive plan informing the program as a whole and the absence among the staff of a well-defined sense of the Library's proper bibliographic mission.

BIBLIOGRAPHIC ACTIVITY AT THE LIBRARY OF CONGRESS, 1960-75

In an effort to determine the present status of bibliographic production at the Library, we circulated among the division chiefs an extended questionnaire relating to 1) the number of bibliographers on each division's staff, 2) the training they receive and the bibliographic style they are taught, 3) the process followed in the initiation of new projects within the division, 4) the number of bibliographies compiled in the division since 1960, 5) the contributions being made by staff members to bibliographic projects outside of LC, 6) the advertising and distribution of LC bibliographies, and 7) the division chiefs' assessment of the future bibliographic role of the Library. Some of the points will be treated in later sections. What follows is a summary of the information provided on staffing, training, and publication. Copies of the questionnaire and the division chiefs' replies may be found in the binder of supportive material.

There are 64 full-time bibliographers currently employed at LC with an additional 222 staff members working on bibliographic projects on a part-time basis, for a total of 286. Division chiefs responding to the subcommittee's questionnaire did not indicate what percentage of each day part-time bibliographers devote to such activity. Statistically, the Reader Services and Research departments account for approximately 59% of the total, with the Processing Department employing 16% and the Law Library 13%. A full breakdown by department and division appears in Appendix III, p. 27-28. As a group, LC bibliographers receive no formal bibliographic training. It is generally assumed, not always with justification, that they have learned the fundamentals of bibliographic investigation and the preparation of entries as part of their academic training. Once hired, they normally receive some rudimentary instruction from another staff member in their section or division, often based on Bibliographical Procedures & Style; a Manual for Bibliographers in the Library of Congress (which is greatly in need of revision) or the 1967 Anglo-American Cataloging Rules and its revisions. Some bibliographers report learning to prepare entries on their own simply by trial and error. As far as the form of the entries themselves is concerned, most units, particularly in the Reader Services and Research departments, adhere to the rules laid out in Bibliographical Procedures & Style, which are themselves adaptations of ever-changing cataloging rules. Other units, especially in Processing and CRS, have adopted specialized formats or developed their own manuals, such as the CRS Guide to Bibliographic Form. Still others follow the Chicago Manual of Style or any of a half dozen other style guides. The result is that bibliographies published by LC reflect a variety of conflicting bibliographic practices and styles. For further information on training and style, see Appendix IV, Sections A and B.

Projects are initiated, for the most part, by members of the staff at the unit and section level, although suggestions for bibliographies may have originally derived from readers, Members of Congress, or professional associates. Few projects are developed at higher levels of LC administration. Only Am Rev and LAPS receive advice from outside consultants. No matter what their source, the proposals advanced are usually based on a desire to make known unique collections, to provide bibliographic control on a subject of current interest, to obtain access to a portion of a collection difficult to research, or, incidentally, to identify lacunae and thus facilitate a reasoned acquisition program. Priority for a publication is usually determined by the availability of staff, the timeliness of the project, and the possibility of completing it within a reasonable period. The primary limiting factor is lack of staff and the division's commitment to other duties. Most divisions report being too understaffed to undertake anything but the most pressing bibliographic projects (see Appendix III, p. 21-24). From its inception in 1944 the recently abolished B&P Committee reviewed staff proposals and made recommendations to the Assistant Librarian; it did not initiate (and seldom rejected) bibliographic proposals or assume any responsibility for the development or direction of LC's publication program.

Over the past 15 years the Library has issued in excess of 2,110 volumes of bibliography totaling over 910,000 pages. For a statistical overview of bibliographies published from 1960 to 1975 and a discussion of production by departmental unit, see Appendix III, p. 6-20. A full list of LC bibliographies published since 1960 and included in Library of Congress Publications in Print may be found in the binder of supportive material. The catalogs prepared by the Copyright Office (129 volumes--60,965 pages) and the Processing Department (1,051 volumes--735,700 pages) constitute 56% of the published volumes and 87% of the total pages. Copyright's Cataloging Division is legally responsible for issuing annually several volumes of copyright registrations for books, serials, music, works of art, motion pictures, sound recordings, and the like. Processing, in turn, compiles multivolume publications from LC cataloging designed for particular access, such as author, subject, serial title, monographic series titles, newspapers, films, and sound recordings. The catalogs published by the Processing Department provide general guides to the library resources of the United States and make generally available in book form information previously found only in card form in LC's National Union Catalog. While the catalog publications of Copyright and Processing bulk large in the Library's overall bibliographic effort, some have argued that they are not truly bibliographies in the traditional sense of the word. Many are arranged only by author and title, the subject approaches are necessarily limited, and no attempts are made at selection and evaluation. Nonetheless, they provide a degree of bibliographic control that was virtually unthinkable just 30 years ago.

Among the other LC departments concerned with bibliographic production, the Congressional Research Service and the Law Library are distinctive in that they compile the majority of their bibliographies for Congress and other Government agencies. Few of these are "published" or made available to the public. In fact, CRS is specifically prohibited from doing so by Federal statute. Yet, the number and range of bibliographies it compiles and makes available to Congress in typescript or through computer printout is staggering, covering such subjects as space law, euthanasia, juvenile delinquency, congressional ethics, and collective bargaining. Subject matter varies greatly depending on matters before Congress and topics of general interest to Members' constituents. The Task Force may be interested in reading in the binder of supportive material the thoughtful report on CRS bibliographic efforts prepared by Merwin Phelps, chief of the Library Services Division. The various divisions of the Law Library similarly prepare their bibliographies in response to specific requests from Congress and from the legal or scholarly community. These too are limited in scope and distribution but cover a wide range of topics such as British precedents on the power to try impeachment and the law and legal literature of Peru.

Outside of CRS, the divisions of the present Reader Services and Research departments have accounted for the great majority of subject bibliographies prepared at LC since 1960 and almost all of the guides to its collections. They have shown a nearly equal record of attainment during the past 15 years, with Reader Services compiling 413 titles comprising 51,895 pages and Research publishing 346 titles totaling 45,086 pages. Slightly less than 80% of the bibliographic titles listed in LC Publications in Print since 1960 were compiled in these two departments. On the whole, their publications are tied very closely to the staffing and interests of individual divisions or sections.

Within Reader Services, Sci Tech and DBPH have been the most productive. The majority of the Sci Tech bibliographies (168 titles--30,824 pages) have been prepared under contract to other government agencies in such fields as aerospace medicine and cold regions science and technology. DBPH (141 titles--4,780 pages) has focused on the informational needs of the Nation's blind and physically handicapped by compiling specially tailored subject bibliographies, select lists, and finding aids on braille and talking books. Given the small size of their respective staffs and the other duties assigned them, the African, Children's Books, and Bibliography sections of GR&B have been very prolific, producing nearly one hundred brief lists as well as substantive bibliographies, such as Children's Literature, Africa South of the Sahara, and A Guide to the Study of the United States, totaling over ten thousand pages. As a major custodial division, Serial (10 titles--4,366 pages) has done its best with limited staff to issue union lists or guides to reference tools that can be used by researchers to locate materials in newspapers, government publications, and periodicals.

The custodial and area studies divisions of the Research Department have labored under similar handicaps in their efforts to prepare bibliographies and guides to their collections while at the same time maintaining efficient acquisitions, processing, and reader services programs. The number of publications (346 titles--45,086 pages) seems imposing at first, but nearly 60% of the total pagination is represented by G. K. Hall catalogs of Orientalia, Geography and Map, and Rare Book collections plus three series produced in G&M, LAPS, and the Manuscript Division--the List of Geographical Atlases at LC, the Handbook of Latin American Studies, and the presidential papers indexes. Beyond these substantial efforts, the Research divisions have tried with varying degrees of success to produce series of guides, registers, checklists, and bibliographies that offer multiple access to their holdings. The Manuscript Division has adopted the technique of compiling "published," "unpublished," and "draft" registers on an individual basis to collections that are most heavily used. G&M has produced a number of relatively brief guides that highlight specific geographic areas, special segments of a collection, or maps that fall into a certain genre. Since 1960 LAPS, Orientalia, and Slavic have compiled a moderate number of descriptive guides and subject bibliographies pertaining to their regions, although Orientalia's program has been greatly hampered by the inordinate amount of time that its subject specialists must spend processing new acquisitions and maintaining its collections. The Music, Rare Book, and Prints and Photographs divisions have the greatest publication "backlogs" in that few comprehensive guides have appeared during the past 15 years in comparison to the voluminous nature of their collections and relative lack of subect control that the divisions have over them.

Approximately 40% of the divisions in the Library that responded to the subcommittee's questionnaire indicated that their staffs contribute regularly to bibliographies in periodicals and to compilations sponsored by academic or library associations (see Appendix III, p. 25-26). These may vary from contributions made cooperatively by the staff of an entire division to an individual staff member's personal professional project. Slavic, for example, compiles an average of 7,500 entries a year for The American Bibliography of Slavic and East European Studies while the chief of the Manuscript Division contributes regularly to "Articles on American Literature Appearing in Current Periodicals" in American Literature. The division chiefs did not weigh the relative importance of these outside contributions with other bibliographic work undertaken at the Library, but many found that staff size prohibited overly zealous participation in cooperative projects.

Throughout the Library hundreds of bibliographic compilations are currently in progress. A substantial portion of the activity, especially in Copyright, Processing, CRS, and DBPH, relates to ongoing series that have little to do with regular publication channels at the Library. The Publications Office reports that over 75 projects supported by LC salaries and expenses are scheduled for publication in fiscal years 1977 through 1979 (see the Publication Officer's list under "Office of the Librarian" in the binder of supportive material), although if past experience is any guide not all projects will meet their deadlines. Within Publ priorities for the editing of newly submitted material are established according to the time and staff available. Smaller works that can be issued with a minimum of effort and topical publications such as the Bicentennial symposia series receive first attention. Others follow in the order they are submitted. Since 1962 Publ's staff has increased from 3 to 12, and funds in Printing and Binding General have grown from $34,000 in 1967 to $255,000 this year.

The Library's bibliographic publications are advertised and sold in a variety of ways (see Appendix IV, p. 40-42). Processing's book catalogs are promoted and distributed by the Cataloging Distribution Service. CRS ensures that Congressmen are aware of significant bibliographies it has compiled by circulating to their offices a monthly Greenlist and a semiannual Subject Catalog of CRS Multilithed Reports in Print. DBPH has its own promotional program for reaching blind and handicapped readers through its library network, while the Law Library divisions often mail out their bibliographies directly to university law libraries, law firms, or individuals they know to be interested in them. Most of the major bibliographies produced in the Reader Services and Research departments are advertised in LC Publications in Print, and review copies are usually sent out to various media by the Information Office. Divisions are aware of how well publications are reaching their intended audiences by rates of sale, especially as stocks are exhausted and demands for reprints come in, by reviews and notices in professional literature, and by direct contact with readers, correspondents, and professional colleagues.

FUTURE BIBLIOGRAPHIC NEEDS AND ROLE AS PROJECTED BY THE DIVISION CHIEFS

In various sections of the subcommittee's questionnaire the division chiefs were asked to indicate what bibliographic projects should be undertaken in the future by their divisions, how many bibliographers they would need to carry out these projects, and what they feel the Library's bibliographic role should be in relationship to Congress, other libraries, the scholarly community, and the public. In general, the subject-oriented units, such as the Bibliography Section of GR&B and the Science and Technology Division, have outlined visionary programs that will require sizeable increments to their staffs if they are to be completed. Bibl, for example, foresees extended series of guides to the major periods and important subjects in American history while Sci Tech anticipates a major research guide to the study of the pure and applied sciences at LC. Custodial divisions, such as Serial and Manuscript, on the other hand, are so overwhelmed by acquisition, processing, and reader service functions that the prospect of regular publication seems quite remote to them. They anticipate few new works beyond their present programs and appear to be pessimistic about the possibility of having sufficient manpower to undertake other desired catalogs and checklists. Both feel a pressing need, however, to publish new editions of long-outdated guides to their holdings. Those divisions that have both subject and custodial responsibilities, such as Orientalia and Geography and Map, fall somewhere in between, but they also indicate that daily routines associated with reader service and the maintenance of the collections compel them to place a lower priority on the compilation of reference tools no matter how sorely needed. Lists of specific projects outlined by each of the division chiefs in their response to the subcommittee may be found in the binder of supportive material. Summary indications of these works appear in Appendix III, p. 7-20.

The division chiefs who addressed themselves to the question of future manpower requirements (see Appendix III, p. 27-29) projected a need for 95 additional bibliographers on their staffs (53 full-time and 42 part-time) for a 33% increase over the present Library staff of 286 (64 full-time and 222 part-time). It must also be noted that this would increase the number of full-time bibliographers by nearly 83%. More important, while nearly all division chiefs freely outlined dozens of projects that need to be undertaken to bring LC's collections under better control, some did not submit an estimate of the number of bibliographers actually required to compile and annotate these works. It is perhaps more accurate to say that the number of full-time bibliographic positions at LC would have to be at least doubled and the part-time support staff increased far more than presently estimated if all of the reference works envisioned by the division chiefs are to be compiled.

Since the bibliography is perhaps the most effective means that LC has of communicating with the scholarly world and the library community, those queried felt that the Library should assume its proper role as the national bibliographic center by greatly strengthening its publishing program. Addressing their individual concerns, the division chiefs spoke of future services to be rendered their particular constituents and posited lists of bibliographies that need to be compiled in their own unique specialties. On the whole, however, they agreed that the overall bibliographic role of the Library should be broad in scope, providing essentials for less demanding users, and comprehensive, analytical guides for serious scholars. "If the Library of Congress is to assume its rightful role as an educational force rather than a mere resource," argues John Price of Sci Tech, "it must be prepared to make a concerted effort to exploit its collections--to make certain that the materials in its custody are as widely and as fully used as they ought to be, by all its constituencies--be they Members of Congress, scientists, scholars, students or the general citizenry." The chiefs also urged the Library to consider automating many of its bibliographic functions as a first step toward providing on-line service to academic and research libraries. Above all, they felt that bibliographic service must be assigned a much higher priority than it has in the past by those at the top level of LC administration.

FACTORS HINDERING BIBLIOGRAPHIC COMPILATION AND PUBLICATION

Drawing upon the division chiefs' replies to our questionnaire as well as our own experiences in bibliographic production, the members of the subcommittee have identified several weaknesses in the Library's present procedures for the planning, compilation, publication, and distribution of bibliographies and other reference tools. These tend to fall into four areas: 1) leadership and priorities, 2) staffing and production, 3) training and review, and 4) publication, advertising, and promotion.

Leadership and Priorities. Under Herbert Putnam's aegis, the Library launched dozens of major bibliographic projects and maintained a Division of Bibliography (1900-44) that compiled thousands of widely-distributed specialized lists and bibliographies. Almost all bibliographic activity at LC was under his direct purview. During the reorganization of the Library in the early 1940's, the Bibliography Division was reduced to a small section in GR&B, many of its functions were assumed by other offices of the Library, and no one person was given the authority to review and coordinate bibliographic production at LC. Although a Bibliography and Publications Committee was created in 1944, it had no power to initiate programs, no authority to set policy or priorities, and no control over publication funds. Its function was merely to refine, shape, and perfect the proposals submitted to it. As a result, control over bibliographic planning fell largely into the hands of division chiefs, section heads, and individual members of the staff. Although the staff has generated a vast number of publications since that time, there has been little pattern to the effort except as particularly forceful division chiefs or department heads may have lent some coherence to it. With no center of responsibility for initiation and review, the Library simply has not had a clearly defined bibliographic role since World War II, nor has it consistently enforced its own regulation (1313) that it is the policy of the Library "to encourage the publication of works prepared by the staff that make significant contributions to the fields of bibliography and library science." With little or no direction or encouragement from the top levels of LC administration, the Library staff has tended to pursue its own quite varied interests in the creation of bibliographic projects to the point that the listings for bibliographies in LC Publications in Print give the impression of utter aimlessness.

Staffing and Production. Because of the nature of their missions, publications, and audiences, Processing, Copyright, CRS, and DBPH are relatively well staffed and seem to be experiencing little difficulty in compiling their catalogs and bibliographies or meeting their constituents' needs in a timely fashion. In other areas of the Library, however, divisions that are expected to produce bibliographies as part of their regular duties or that would like to undertake much-needed projects find that they simply do not have sufficient personnel to meet established deadlines or prepare manuscripts efficiently. Three major functions fulfilled by members of the present staff tend to interfere with bibliographic activity: the amount of time devoted to 1) reference work and reader service (e.g., by manuscript historians in the Manuscript Division who answer correspondence and interview researchers), 2) processing activities (e.g., by the subject specialists in Orientalia who collate and prepare material for binding or filming), and 3) recommending and acquisitions activities (e.g., by the bibliographers in GR&B Afr who review catalogs, search collections, check new materials in Ord and Ser Rec, and scan surplus duplicates and transfer items in E&G). Bibliographic work is generally performed at the expense of other tasks or, more often, in the evenings or on weekends while off duty. The Library presently benefits from substantial amounts of uncompensated overtime contributed by professional staff members who feel obligated to meet self-imposed or even Library-imposed deadlines. Given the comparatively low priority placed on bibliographic production by the Library administration, however, it has been almost impossible to demonstrate a convincing need for bibliographic positions in each year's budget because new positions have traditionally been justified on the basis of the number of readers served, not bibliographic entries compiled. Since World War II, requests for new bibliographic positions have generally been denied.

Training and Review. The lack of a well-regulated bibliographic training program and the conflict in bibliographic standards and styles applied by LC divisions has made the compilation of bibliographies and the preparation of manuscripts inexact and inefficient. This tends to create considerable confusion among the Publications Office's editors over the proper policy to follow. Although they may be internally consistent within themselves once published, few LC bibliographies reflect precisely the same style. Some attempt at consistency was made in the former Reference Department which, under the terms of its circular 72-10, required that completed bibliographic projects be submitted to the General Reference and Bibliography Division for review before they were delivered to Publ. However, limited staff available to carry out this review conscientiously led to backlogs and delays. Moreover, the same entries were generally reviewed again in Publ, slowing the process still further. With the split of the Reference Department into two new departments, even this effort at achieving uniform standards has passed into abeyance.

Publication, Advertising, and Promotion. Because of the lack of proper bibliographic training at LC and the resultant confusion over the approach and style to be used, the quality of the bibliographic manuscripts submitted to the Publications Office is very uneven. Bibliographic details, quotations, and factual statements are all too often incorrect. At present, rather than return deficient manuscripts to the compilers, Publ itself attempts, with limited staff, to correct, rewrite, and improve the copy. Pressures in Publ then develop to the point that it can handle expeditiously only first-priority items, such as the Quarterly Journal, the Annual Report, and various Bicentennial projects. Other publications are delayed accordingly. A second factor that creates incalculable problems for Publ is the fact that LC is legally required to publish most of its manuscripts through the Government Printing Office which contracts out 80% of what it does--and that to the lowest bidder. Only publications costing less than $250 can be contracted elsewhere, a sum that excludes most bibliographies. At GPO it normally takes at least three months just to let a contract, even further delaying the publication process. Thereafter, Publ is often faced with inadequate production in the subcontractor's shop. The first printings of

Viewpoints and Panoramic Maps had to be rejected; the initial galleys of A la Carte and Railroad Maps of the United States were lost entirely. As a result of the poor quality of many of the manuscripts submitted to Publ, the nature of the editorial process itself, and production problems at GPO, delays of two or more years from the date of submission of a manuscript to Publ and its final publication are not unusual. The first supplement to A Guide to the Study of the United States of America required more than six years. Thus, many bibliographies have lost all timeliness when they finally appear on the market. The effect on the morale of bibliographers is such that all too many have adopted a defeatist attitude toward further bibliographic production.

In the marketing of its bibliographies, the Library faces similar problems. It seldom has sufficient funds to mount the kind of promotional effort that many of the staff feel is necessary. Unlike the National Archives, LC does not exhibit its publications regularly at scholarly conventions or advertise them in professional journals. Neither the Publications Office, which handles advertising, nor the Information Office, which takes care of promotion, has ever had sufficient staff to develop a sound program. Even present efforts, although effective to a degree, have limitations. For example, several divisions and sections in the Reader Services and Research departments presently circulate fliers listing their recent publications. Yet, only 32% of the bibliographies they report having compiled since 1960 have ever been listed in one of the Library's major information vehicles, LC Publications in Print, because of limitations on its scope. Moreover, while review copies of bibliographies are often sent out to various media by the Information Office, the current mailing lists and decisions about where to send review copies do not necessarily originate in the divisions preparing bibliographies, where it might be assumed that the compilers have a more exact notion of the intended audience. Even if the Library were to increase its promotional activities, however, its lack of control over backlogs and distribution at GPO would only compound a number of existing problems. It has not been unusual in recent years, for example, for a bibliography to be out of print at GPO before the initial advertising is even out to potential buyers. Publ is thus compelled to submit requests for reprinting which may or may not be heeded.

RECENT ATTEMPTS TO REVITALIZE LC'S BIBLIOGRAPHIC PROGRAM

In 1966 the Librarian acquiesced in the appointment of several task forces which were to study the functions of the Library of Congress as they affected reference services. Their overall objective was to make Congress and the public more aware of the Library's holdings, especially given the enormous increase in the collections since World War II. Because the activities of two of these groups, the Task Force on New Bibliographic Tools and the Task Force on an Expanded Bibliographic Program in American Civilization, were especially relevant to the deliberations of the present subcommittee, we carefully weighed the approach they took and conclusions they reached (see the resume of their reports in Appendix II).

In the main, this subcommittee agrees with the evaluations and proposals of both task forces. They pointed to the pressing need for descriptive guides to LC resources from the point of view of subject matter, and descriptive guides to publications in the field of American civilization. Indeed, we heartily endorse their major premises and recommendations:

1) that the Library's present national and international reputation was achieved through the bibliographic programs inaugurated in the early part of the 20th century,

2) that the Library's bibliographic function in terms of staffing and publications has been permitted to languish, in comparative terms, since World War II while the size and complexity of the Library's holdings have intensified the need for bibliographies and other reference tools to make these materials available for research purposes,

3) that the Library should, therefore, seek official and private support for an extensive, continuing program in bibliography and related activities,

4) that new bibliographer positions be added to all custodial and subject divisions to increase their productivity and to create the opportunity for the development of new projects for the description and display of the Library's resources,

5) that the Library establish a special bibliographic division that would bolster the efforts of the custodial and subject divisions by compiling bibliographies of an interdisciplinary nature that they would not ordinarily undertake, and

6) that a training program for bibliographers be offered similar to the special courses given catalogers and that it also include training in indexing and editing.

Since positive action was never taken on these recommendations, we strongly urge the members of the present Task Force to read and consider the interim report of the Task Force on New Bibliographical Tools of October 10, 1966, addressed to John Lorenz, then Deputy Librarian of Congress, as well as the report of the Task Force on an Expanded Bibliographic Program in American Civilization of February 13, 1967, addressed to John Nolan, then Associate Director of the Reference Department. Both are included in the second section of our binder of supportive material.

RECOMMENDATIONS

It has become clear to this subcommittee that the Library's bibliographic effort has suffered in recent years from the lack of an overall agenda or program. There is little focus to its present list of publications. Leadership from the higher levels of administration, with certain exceptions, has been absent. To some extent a diffusion of effort is inevitable because of the nature of the institution itself. Some departments or divisions, such as Processing, CRS, and DBPH, have clear-cut mandates for their products quite apart from activities in the rest of the Library. In other divisions aggressive subject or area specialists have created productive programs that prosper because of outside funding, a willing staff, a receptive audience, or a lack of competition for existing publication funds. Still other divisions, by the same token, have failed to contribute to the Library's bibliographic effort because of insufficient staff, initiative, or opportunity. To assist the Task Force in making its final proposals for reordering LC's bibliographic priorities and improving its services to Congress and the public, we make the following recommendations.

1) RECOMMEND that the Assistant Librarian for Public Education be given full responsibility for regulating and coordinating the entire Library of Congress publications program, including all publications prepared in the Librarian's Office, Congressional Research Service, Copyright Office, Law Library, and Processing, Reader Services, and Research departments. We further urge that the Assistant Librarian for Public Education fully implement the portion of LCR 1313 that states that it is the policy of the Library of Congress "to foster and encourage the publication of works prepared by the staff that make significant contributions to the fields of bibliography and library science." It is the opinion of the members of the subcommittee that the Library has never consistently adhered to its own regulation providing for the active encouragement of bibliographic publication.

2) RECOMMEND that the Librarian appoint a committee to advise and assist the Assistant Librarian for Public Education in the selection of suitable bibliographies and publications to be undertaken by the Library of Congress. It seems apparent that, in an institution representing as many fields of knowledge as LC, no one person should be assigned the sole responsibility for accepting or rejecting every publication proposal. We therefore urge that the committee be a working committee and that members be carefully selected for their firsthand knowledge of bibliographic production. The committee

should consist of at least one member from each of the major units of the Library (Administrative Department, Processing Department, Research Department, Reader Services Department, Law Library, Copyright Office, and Congressional Research Service) plus the Publications Office and the Information Office. In addition, the Chief Bibliographer (see Recommendation #5) should be a permanent member of the committee. It is especially important that the committee include staff members with expertise in initiating, organizing, and carrying through bibliographic projects and in preparing bibliographic entries. We suggest that appointment to the committee be for a three-year term. Initial appointments should be staggered for one, two, and three years, however, to ensure continuity on the committee.

One of the first duties of the committee should be to support the Assistant Librarian for Public Education in an intensive review of the Library's entire bibliographic effort. Each division should be asked to draw up a list of desirable publications based on its knowledge of LC collections. Outside consulting groups from the arts, sciences, social sciences, and humanities should also be formed to advise the Library on bibliographic programs that LC might well undertake in their respective fields. Final priorities would be determined through close collaboration between department heads and the Assistant Librarian for Public Education and his advisory group. The bibliographic program, as envisioned by this subcommittee, would be broad in scope, providing definitive bibliographies such as Revolutionary America, 1763-1789: a Bibliography in major subject areas, continuing projects such as the Handbook of Latin American Studies, and checklists or introductory bibliographies for the nonspecialist. Once an overall bibliographic agenda is developed, a strong presentation should be made to Congress for funds to initiate the new program. Thereafter, the Assistant Librarian for Public Education and his advisors should exercise a continuing review of LC's total bibliographic program to ensure that all approved projects are completed expeditiously and to monitor each new proposal to determine whether or not the intended publication meets a demonstrated need, is timely, or adds to a balanced presentation of the Library's collections.

3) RECOMMEND that, once a well-regulated bibliographic program is established and functioning, every effort be made to encourage the members of the Library staff to propose new projects based on their own interests and expertise. Moreover, since time-consuming reader service, acquisition, processing, and recommending activities now performed by the professional staffs of the Reader Services and Research departments are a major impediment to the development of strong bibliographic programs in many units, it is imperative that the staffs of these custodial and subject divisions be sufficiently increased to enable area or subject specialists to devote more time to the preparation of bibliographies, guides, and finding aids.

4) RECOMMEND that a separate Bibliography Office be established capable of compiling on-demand bibliographies that cannot be assigned to personnel in any of the present divisions. This is especially important in many areas of the humanities and social sciences which are not being adequately covered bibliographically because none of the other divisions, as presently constituted, have responsibility for these fields. Perhaps something like the former Division of Bibliography, which compiled thousands of specialized lists and bibliographies that were reproduced and distributed to the public, could be reconstituted. The office should be placed directly under the Assistant Librarian for Public Education to ensure the continuity of long-range projects and coordinate interdepartmental compilations. One of the first tasks of the unit could well be the production of a comprehensive guide to the collections and services of LC similar to the *Guide to the Research Collections of the New York Public Library* published in 1975 by the American Library Association.

5) RECOMMEND that a Chief Bibliographer position be created, preferably within the Bibliography Office, to correspond to the Chief Catalogers' positions. That person would exercise final authority on matters pertaining to bibliographic form and would be responsible for establishing bibliographic training programs on a Library-wide basis. The Chief Bibliographer should be a permanent member of the committee advising the Assistant Librarian for Public Education.

6) RECOMMEND that the Chief Bibliographer, in concert with representatives of all units in the Library responsible for bibliographic production, compile a definitive bibliographic style manual. The Chief Bibliographer should also collaborate with the Publications and Information offices in the preparation of a general publications manual that would govern the form, layout, and design of nearly all manuscripts to be published by the Library.

7) RECOMMEND that the Library coordinate and greatly amplify its present effort to compile small, timely lists of references on hundreds of subjects for the use of the general reader. In the future, Library divisions could compile subject guides to the arts, contemporary science, Afro-American literature, and the like that can alert readers to the kinds of materials available for on-site use, that can be used for CRS constituent requests, and that can be sent to university, college, and public libraries in answer to reference queries or for other purposes. Publication of such lists might follow the pattern already established by CRS multiliths, Science and Technology *Tracer Bullets*, the Maktaba Afrikana series, the annual *Children's Books*, or the Bibliography Section's short reference lists currently being published in the LC *Information Bulletin*.

8) RECOMMEND that the Library seek a change in the annual statute authorizing appropriations for the Congressional Research Service that would permit the public distribution, at nominal cost if need be, of the numerous bibliographies and studies of topical subjects that are compiled by CRS specialists.

9) RECOMMEND that the Library increase its efforts to obtain funds from academic societies and foundations for bibliographic and other projects to be compiled by members of the LC staff. Several such precedents exist--the grant made by the Rockefeller Foundation (1936) to develop and support the work of the Far Eastern Center in the Orientalia Division, the grant given by the Carnegie Corporation of New York (1960) to support the establishment of the African Section in GR&B and to foster its publications, the funds supplied by the Council on Library Resources (1967) for the computerization of map cataloging in G&M, and the grant made by the Ford Foundation (1971) to help finance the compilation and publication of the _Letters of Delegates to Congress, 1774-1789_ in the American Revolution Bicentennial Office. One example of a future program might be to enlist the support of the American Historical Association, the Organization of American Historians, and the Council of Learned Societies (which funded the original project) to sponsor a three- to four-volume bibliographic supplement to the _Dictionary of American Biography_ to reflect the latest research on major historical figures.

10) RECOMMEND that the Library establish a Library of Congress press to circumvent the mounting problems that the Publications Office has had with the Government Printing Office, to place LC on a par with academic presses, and to gain better control of production, pricing, advertising, backlists, and distribution. The management of such a press should be empowered to establish and enforce higher standards than those presently prevailing for the manuscripts submitted for publication.

11) RECOMMEND that the Library seek funds to develop a strong, coherent program to promote knowledge and sale of its publications. An initial phase of such a program would include improvement and extension of its present limited participation in exhibits at the conferences of learned societies and academic associations and infrequent advertisements in scholarly and professional journals.

12) RECOMMEND that the Library give serious consideration to the automation of its ongoing bibliographies by establishing an interdivisional, interdepartmental computer data base of bibliographic entries in all subjects and languages that can be accessed and

manipulated in a variety of ways to generate bibliographic products tailored to the specific needs of Congress, scholars, libraries, and the general public. The establishment of a retrospective data base would be in keeping with the spirit of the proposed national bibliographic network based on the sharing of bibliographic information in machine-readable form. Entries in this data base should be prepared according to reasonably consistent LC bibliographic style and may therefore be at variance with any or all of the styles followed by the cataloging divisions.

APPENDIXES TO THE REPORT OF THE TASK FORCE

SUBCOMMITTEE ON THE BIBLIOGRAPHIC ROLE OF THE LIBRARY

Appendix I -- Resumé of the Minutes of the Subcommittee Meetings

Appendix II -- Resumé of the Reports of the 1966 Bibliographic Task Force

Appendix III -- Summary and Analysis of Survey I of the Division Chiefs' Questionnaire

Appendix IV -- Summary and Analysis of Survey II of the Division Chiefs' Questionnaire

APPENDIX I

Resumé of the Minutes of the Subcommittee Meetings

The subcommittee met on various dates from March to June to discuss the manner in which the Library's bibliographic role should be studied, to receive the comments of key Library personnel involved in the publication program, to review and to analyze the Library-wide survey conducted by the subcommittee, and to formulate a plan for the compilation of the final report and the recommendations that accompany it.

The initial meeting of the subcommittee was held on March 19 in the Task Force Office. Task Force Chairman John Cole gave the subcommittee its charge; discussion then ensued over the course of action to be taken by the group. Three subgroups were formed to survey bibliographic production at the Library, to review reports on the Library's bibliographic policy over the past ten years, and to study the uniformity of bibliographic style, the need for bibliographic training, and the distribution of bibliographic publications.

On April 5 the subcommittee reconvened. Reports from the three study groups revealed a unanimity of opinion on the need for a Library-wide survey to ferret out the information needed for the subcommittee's report. Both Ron Gephart and Ruth Freitag felt that their particular concerns about the range and depth of the Library's present bibliographic program and the need to sample opinion on bibliographic style and training made a survey necessary. Copies of a sample questionnaire were circulated for comment among the subcommittee members. Julian Witherell completed the meetings agenda by summarizing the reports of the 1966 Bibliographic Task Force. It was found that the Task Force's recommendations were rejected within the Library because of the administrations unwillingness to establish a high priority on bibliographies and to approach Congress for the necessary funds for a major bibliographic program. It was also suggested that perhaps the number of bibliographies recommended by the Task Force (77) and the priorities assigned them may have overwhelmed the Library's administration and reduced the effectiveness of the report.

The April 12 meeting was held in GR&B Division Chief's Office, at which Ed MacConomy presented a review of the activities of the Library's Bibliography and Publications Committee. Since its establishment in 1944, the B&P Committee was comprised of representatives from throughout the Library. These members were supposed to be Department Directors but gradually some sent only their representatives or failed to send representative at all. The B&P Committee is a recommending and not an approving body; it does not initiate but waits for proposals to be submitted. Although it meets regularly, it is not responsible for development of the Library's publication's program. Its prime function is that of refining, shaping and perfecting. With no control over publications funds the B&P Committee has perhaps performed its charge as it sees it without disturbing precedent. As Dr. MacConomy noted, the B&P Committee wants to encourage publications, i.e. bibliographies, but has little power to do so. It does not have the authority to set priorities or policy or to take an active role in planning the Library's publication program. It was suggested that there was a need for a person at the Assistant Librarian's level to take the publications, exhibits and possibly an education program in hand. This individual should have the authority, the manpower and the monies to see an effective Library-wide publication program inaugurated.

Miss Sarah Wallace, the Publications Officer, made a presentation on the Library's publications program in the April 28 meeting. Our subcommittee was joined by the Cultural Role Subcommittee in this meeting. Of major concern to Miss Wallace was the need to obtain fluid funds for Library publications, more consultation on publication proposals and submissions, and a waiver on the ceiling for outside GPO contracts. Those present asked questions concerning priority for publications, duplication of editorial reviewing activities, scope of Publications Office activities, the possibility (and complications) of an LC Press, and the need for a consensus on bibliographic style and uniformity in bibliographic training.

On May 10 Mrs. Mary Lethbridge, the Information Officer, was invited to meet with the subcommittee. The purpose of the meeting was to gather information on the advertising and distribution of LC publications. The marketing of books by the government makes them unappealing to book dealers because of the limited discount available; most sales are to libraries and individuals and not to bookstores. The American Revolution publications sold because they formed part of a coherent program. It was learned that there was no full program to publicize LC publications at conferences or through scholarly journals; occasionally ads have been placed but only for particular items, i.e. publications on the American Revolution. Neither the Information or Exhibit Officers have budgets for promotion. The establishment of an LC Press was deemed important because through it LC could sell thousands of copies, have an advertising budget, offer trade discounts, and establish prices.

Final plans for the preparation of the Subcommittees report were drafted at the May 19 meeting. The survey returns were to be analyzed by three subgroups responsible for particular segments. One subgroup would review questions dealing with the bibliographies completed, projected or needed; another group would consider initiation of bibliographies, the number of bibliographers on the staff, outside bibliographic participation by the staff, and an overview of LC bibliographic role; the final subgroup would consider the need for a consensus on bibliographic style, the development of a training program, and the distribution of publications. It was further decided that the final report would consist of three elements--a source book containing the record of all minutes, reports and surveys; an appendix of summaries of the source materials; and the final report, which would contain a review of the bibliographic role in the

Library, the future role, and specific recommendations to implement that future role.

After two weeks of subgroup activity, the membership met on June 2 to receive the summaries and to discuss the final preparation of recommendations, reports and comments. Suggestions for recommendations were received and justification of these recommendations were requested.

The Bibliographic Role Subcommittee met in June and July to discuss the final draft of its report.

APPENDIX II

Resumé of the Reports of the 1966 Bibliographic Task Force

The Task Force on New Bibliographic Tools, chaired by Robert Land, filed an interim but apparently final report to the Librarian on October 10, 1966; a cover memorandum to the report was prepared by Roy Basler, Director of the Reference Department, on October 21, 1966. A summary of both documents is given here.

In his cover to the interim report, Basler pointed out that the limited number of new positions for bibliographic work in recent years and the growing size of the collections and increasing scope of other services (acquisition, recommending, preservation, and reference) had prevented the undertaking of many worthy bibliographic projects. Basler called for the funding of 20 new positions (GS-7 to GS-13) with the provision that consultants and/or contractors with area, language, or subject competence could be hired to produce bibliographies. This would bring needed flexibility to the bibliographic program and ensure a systematic attack over a period of years. It would be supervised by several divisions; no single division would obtain a permanent hold on the bibliographic positions or divert their activities under pressure to non-bibliographic uses.

In the interim report of October 10, 1966, the Task Force on New Bibliographic Tools (hereafter referred to as Task Force) recommended that the Library of Congress seek support for an extensive, continuing program in bibliography and related activities. Attention was called to the heavier emphasis on bibliographic work in earlier years and the need for the Library to reaffirm and to retain its preeminence in this vital area. The Task Force recommended that the Library of its own volition and in response to its national responsibilities seek official and private support for a far reaching program in the field of bibliography and information service comparable to those in the fields of automation, acquisition and cataloging. The committee foresaw the creation of a special bibliographic division which would maintain and publish information on bibliographic activities throughout the world, would compile bibliographies of an interdivisional and interdepartmental nature and would coordinate all of the Library's bibliographic activities. The partnership of bibliographic activity and reference assistance would be strenthened and encouraged by organizational mergers.

If the ambitious plan suggested above was not to be initiated, at least a revitalized and expanded bibliographic program was required. The Library's place of prominence in bibliographic work captured through pre-World War II efforts had begun to flounder in the post-war emphasis on other activities while the Library was receiving increased amounts of material from various locations. It was necessary then to make these new materials, regardless of format, accessible through the instrumentality of the bibliography, guide, check list or some other reference tool.

Automation at that time was a method whose usefulness was in the unpredictable future; the need for bibliography or description was immediate. To regain the lost momentum since World War II, the Library would have to launch and sustain for a long time a comprehensive bibliographic program; adequate funding was required to insure quality of production. The Task Force then presented, as a demonstration of need and scope, a list of 77 proposals of bibliographic tools needed by the scholarly community which would reveal the wealth and strength of the Library's collections; no proposals relating to the bicentennial of Independence and the American Revolution were listed in order to avoid duplicating the work of another subcommittee then functioning. The 77 proposals or suggestions for bibliographies were considered long-range studies and were rated in priority according to need. Among those receiving top priority were: a revised bibliographical procedures and style manual, a guide to manuscripts at the Library, a listing of current national bibliographies, a bibliography on American history, and one for the law and legal literature of Latin America. The cost for the proposals, exclusive of editorial work in the Publications Office was at least $7,427,437. It was also felt that increased work load in the Publications Office as a result of the new program would make necessary a substantial increase in that staff. The Task Force was unable to provide full cost information on each one of its project proposals since such a report would be quite voluminous and would require additional time for the collection of data and a continual revision of cost estimates.

The Task Force suggested further action which included the planning of a detailed program within specified cost and time limits; the transfer of Task Force files to the Bibliography and Publications Committee for further study; an evaluation of the position of the Task Force committee vis-a-vis the B&P Committee; the study by the Task Force or the B&P Committee of the compilation of specific types of reference tools, i.e. guides, check lists, and union catalogs; and the study of the desirability of establishing a bibliographic and information center to serve as a clearing house for information on the humanities, social sciences, or international organizations and meetings. The Task Force made three specific recommendations: 1) The cost of compiling and publishing the revision of Current National Bibliographies should be borne on Title II acquisition program funds. 2) If the Library's bibliographic program was enlarged, instructions for bibliographers similar to the special courses set for catalogers should be offered. It further proposed future enrollments in local universities and government courses in bibliography, indexing and editing. 3) The collection of foreign bibliographic tools, such as national bibliographies and indexes to serials and newspapers should be expanded.

On November 10, 1966, the Librarian Conference reviewed the report. Discussion centered around the matter of priorities. The report finally died after the Librarian stated that it was a questionable assumption that bibliographic production should increase at the same rate as other Library activities and functions.

APPENDIX III

Summary and Analysis of Survey I of the Division Chiefs' Questionnaire

Statistical Overview of Bibliographies Published 1960-76

Department or Division	No. of titles	No. of pages
Librarian's Office		
ARBO	2	827
Exhibits	15	889
CRS	137	14,373(for titles supplied)
Copyright	129 volumes	60,865(estimate)
Law	17	2,966
Processing	1,051 volumes	735,700(estimate)
Reader Services		
DBPH	141	4,780
Sci-Tech	168	30,824
GR&B Bibl	40	4,157
Children's Book	22	1,304
African	32	6,464
Serial	10	4,366
Research		
G&M	15	6,209
LAPS	14	10,887
Mss	127	12,557
Music	132	1,248
Orientalia	5	4,820
P&P	32	1,402
Rare Book	7	5,742
Slavic	14	2,221

Resumé of responses to questions 1-3 arranged by Department and Division:

1) *Supply the titles, dates of publication, and pagination of bibliographies compiled by your division since 1960. If the title is not self-explanatory, please add a brief note indicating the scope of the work.*

2) *Give the titles and scope of bibliographic projects in progress or projected through fiscal year 1979. Estimate their final dimensions (no. of entries or pagination) and date of completion or issue.*

3) *Provide titles and/or descriptions of bibliographic projects that you think should be undertaken in the future by your division. This may include unpublished catalogs or finding aids presently in your keeping.*

LIBRARIAN'S OFFICE (Ronald Gephart)

American Revolution Bicentennial Office

Created in 1969, Am Rev has successfully undertaken a large-scale publications program with a staff of moderate size. Only two of its publications, however, are bibliographic in nature--Manuscript Sources in the Library of Congress for Research on the American Revolution (1975. 372 p.) and The American Revolution in Drawings and Prints; a Checklist of 1765-1790 Graphics in the Library of Congress (1975. 455 p.). In progress at the moment is A Guide to Cartographic Materials in the Library of Congress for the Period of the American Revolution, which will contain approximately 4,000 entries. Publication is expected in early 1978. The staff feels it has the expertise and experience to undertake many kinds of projects in the future, whether preparing other guides to the Library's collections, such as a projected guide to the papers of women in LC's custodial divisions, or editing scholarly papers or collections of documents.

Am Rev's bibliographic publications are designed as aids for the scholarly researcher and are intended to make better known LC's rich holdings in a particular subject area. All of its publications are well-advertised through Publications in Print and in separate flyers issued by the Publications Office. Its program is a fine example of what the Library is capable of producing bibliographically with sufficient funds and a staff that is free from other responsibilities, such as acquistions, processing, and readers service, which detract from the timely production of guides and bibliographies in other divisions of the Library.

Exhibits Office

Since 1960 Exh has produced 15 publications (totalling 889 pages) that may be considered bibliographic in nature. Mostly catalogs, they relate to major exhibits held in or circulated by the Library. The series of state exhibition catalogs has been produced over a period of years (seven since 1960) in connection with significant anniversaries. Checklists of materials comprising travelling exhibitions, such as An American Sampler, a Look at Life in the 1800's (1974. 32 p.), have also been prepared in Exh. The commemoration of events such as the Civil War and the American Revolution have generated exhibitions and catalogs such as The American Civil War; a Centennial Exhibition (1961. 88 p.) and To Set a Country Free; an Account Derived From The Exhibition in the Library of Congress Commemorating the 200th Anniversary of American Independence (1975. 75 p.). There have also been a number of handouts issued in connection with exhibits prepared by the divisions, such as G&M, Rare Book, and Law. The only catalog currently under consideration is one related to a proposed exhibition on the 100th anniversary of recorded sound.

ADMINISTRATIVE DEPARTMENT (Ronald Gephart)

Of the units queried, ISO and Preserv indicated in their responses that they have not produced materials that could be considered bibliographic in nature and felt, therefore, that the subcommittee questionnaire was not applicable to their operations. Photodup, on the other hand, occasionally compiles checklists of materials available on microfilm for which the Library holds a master negative. These checklists generally have a subject or area focus, such as Music--Periodicals or German Statistical Titles, and are sent free to institutions as Photoduplication Service circulars. There are a number of bibliographic projects that Photodup could undertake in connection with LC's negative microfilm holdings. Checklists of Chinese and Slavic titles were specifically mentioned, although it was felt that they should be prepared by custodial divisions with the appropriate language capabilities.

CONGRESSIONAL RESEARCH SERVICE (Ann Hallstein)

It is not possible to calculate the total number of titles and pages of bibliographies compiled by CRS divisions since 1960. The 46 multilith bibliographies supplied to the subcommittee on a random basis by the Library Services Division totalled 1,272 pages. The Service also provided us with a print-out of the titles of 91 CRS bibliographies that have appeared in Congressional publications from January 1968 through April 27th of this year. Altogether they totalled 13,101 pages. These figures, however, do not include on-demand printouts from the bibliographic data base, of which there have been some 2,000 over the past few years, nor does it include bibliographies in typescript form which have not been duplicated; there are hundreds of these, accessible through a card catalog arranged by subject and author up to 1968 through the data base for the following years.

CRS conceives of its bibliographic role in wide terms; it will do whatever it can, bibliographically, to aid Congress in its need to find pertinent information. There is an entire unit devoted to bibliographic work, and the researchers, from Technical Information Specialist to Senior Specialist, all contribute to the bibliographic effort. CRS is strongly service oriented and bibliographies are just one of their services. The range of topics covered in bibliographies prepared by CRS is quite diffuse, as they are called upon to produce bibliographies on virtually any subject. The audience for whom CRS compiles bibliographies is, obviously, Congress. In serving Congress they do, however, also take into consideration the needs of the constituents; if a topic is bound to generate many requests, a bibliography is compiled, such as that done every year on the debate topic. Thus it might be stated that CRS' audience is also the nation. None of their bibliographies are "published" as per federal statute, and as provided in each year's appropriations. The existence of new bibliographies is made known to Congress, however, through the multilith catalog and the bibliographic data base.

Since there is no definite count available of CRS bibliographies, one can only surmise that the number has increased since 1960, as both Congress and CRS have grown. Subject matter varies depending on matters before Congress and of general interest in the country, as expressed by constituents. Their efforts are fairly easily coordinated, with the Library Services Division serving as a central point. CRS has the capability of moving staff to meet needs, and can respond quickly to matters of current interest. Computer printouts from the bibliographic data base facilitate this effort. CRS feels it should do whatever is necessary to best serve Congress. Citations to current literature are provided to offices through the SDI system, and they may expand this service through the use of the MARC data base. Unlike other divisions in the Library, however, CRS also has the responsibility of providing the hard copy for any citation given; this fact would no doubt enter into any decisions they might make for the future concerning bibliographic role.

COPYRIGHT OFFICE (Ronald Gephart)

The Reference Division and the Examining Division reported that they did not develop bibliographies or catalogs. Under the copyright law (Title 17 of the United States Code), however, Cop Ref does prepare written reports for public patrons containing bibliographic information taken from the records of the Copyright Office. The Cataloging Division is legally responsible for the publication on a continuing basis of several catalogs of copyright registrations which includes a description of the work copyrighted and data relating to the copyright claim. Catalogs are presently issued for the following formats: books, pamphlets, and serials; dramas and works prepared for oral delivery; music; maps and atlases; works of art, scientific and technical drawings, photographic works, and prints and pictorial illustrations; commercial prints and labels; motion pictures; and sound recordings. Altogether, 129 catalog volumes have been published since 1960 totalling approximately 60,000 pages.

LAW LIBRARY (Armins Rusis)

LL AB	3 bibliographies	46 pages
LL Eur	4 "	1098 "
LL FE	4 "	834 "
LL NE	4 "	275 "
LL Hisp	2 "	713 "
	Total	2,966

On the basis of the surveys, it is not possible to determine the total number of titles and pages compiled by each division. The division reports do not contain a full list of prepared bibliographies, but only those which were published. The non-surveyed bibliographies--and this is especially true for LL Eur--were prepared in response to specific requests and are limited in scope and distribution. In addition, there are many instances in which bibliographies are added to the research reports sent to Congress or are incorporated in letters to the legal or scholarly community or to the public at large. The number of entries can vary widely, but such works are not reflected here. To the extent that the given figures reflect titles actually reaching the public, the above given data are, however, complete. The distribution of periodical lists of all bibliographies prepared by the divisions would make them more readily accessible to the general public and special researchers.

The majority of bibliographies are compiled for Congress and other government agencies. They cover a very wide range of topics. From the material included in the surveys they do not appear to have been part of a coordinated program. However, the list of bibliographic projects in progress or projected through the next years do appear to be part of a program of coordinated research. It is impossible to determine whether there is a decline or increase in bibliographic productivity, since the divisional surveys do not include annual listings of the total number of titles and pages of bibliographies compiled by the respective divisions.

The suggestions of the division chiefs do not represent a significant shift from past, present or projected practices, except that considerable expansion of bibliographic activities is recommended, as is the allocation of more funds to further this purpose. All division chiefs have made constructive suggestions towards this goal, indicating a wide range of topics on which bibliographies are in progress or which could be initiated.

PROCESSING DEPARTMENT (Patrick Bernard)

The major bibliographic effort of the Processing Department is the creation of book catalogs compiled from LC cataloging. This effort also extends to cataloging from other libraries, reports of holdings or locations information, and tailored entries generated for a particular catalog. The larger catalogs are designed for a particular access: author, subject, serial title, or monographic series title. Other catalogs provide access to particular types of materials such as serials, newspapers, films, sound recordings. In the majority of cases, type of access and type of material are joint considerations in the design of a single catalog.

The Processing Department's book catalog program stands as the largest bibliographic publishing effort in the history of civilization. An average year sees some twelve titles producing over 130,000 pages of bibliography. Total output has tended to increase each year. Most of this growth results from increased input to the various publications, but some of the increase can be attributed to larger cumulations and to the addition of new book catalogs.

Since the present program is broadly conceived and quite comprehensive in nature, future plans offer only refinements to the present effort. Introduction of automated techniques is occurring on several fronts. Increased use of microform as a method of publication is being considered not only for its compactness, but also for its facility of delivery and re-publication. There are some gaps that need to be filled in such as the publication of the retrospective (1898 to 1973) Monographic Series. Also, the growth of the MARC data bases will make possible a much greater variety of bibliographic products. The future for MARC would indicate increased on-demand tailored bibliographies, current awareness services, and selective dissemination of information.

The audience of the book catalogs is the library community at large. The book catalogs provide both a current and restrospective bibliographic record that provides a variety of accesses for informational needs and serves a variety of library patrons. Users range from the specialist who needs to verify a bit of bibliographic information to the general reader needing an answer to a particular question. These catalogs also provide direct service to libraries, particularly in the selection, ordering, processing, and interlibrary loan operations.

READER SERVICES DEPARTMENT (Constance Carter)

Division for the Blind and Physically Handicapped

During the past 15 years, the Division for the Blind and Physically Handicapped has produced 141 bibliographies totalling more than 4,780 pages. Individual issues of the division's bimonthly Talking Book Topics, Braille Book Review and its New Braille Musician, all initiated in 1960, have not been included in the page count; they would increase the count to approximately 5,000 pages or 333 pages per year over the last 15 years.

The titles issued by DBPH reflect the diversity of interest and informational needs of the nation's blind and physically handicapped. The titles range from a Catalog of Talking Books for Juvenile Readers (161 p.) to short subject bibliographies such as, Baseball in Fact and Fiction (4 p.), the Black Experience (16 p.), and Mysteries on Talking Books (7 p.). Many of the subject bibliographies and select lists or finding aids, e.g., French Braile Books (25 p.), Arabic Language Materials (3 p.) and Russian Language Study (23 p.) have been compiled to apprise network and field librarians of the division's collections in specialized areas or to satisfy general reader requests. What might appear as a "shopping list," because of its variety and diversity, is in actuality one division's response to its clientele and a fulfilling of its mandate and mission.

While only 16 of the division's titles appear in Library of Congress Publications in Print, this does not constitute a problem either for the division or for its public. The division has a highly organized network of regional, state and local libraries with which it communicates directly. The people that need the bibliographies are getting them; indeed the division is generating bibliographies on a need-to-know basis on a much larger scale and with greater speed and efficiency than most divisions.

The division is constantly querying its constituency, undertaking user-need and interest studies, and initiating new bibliographic programs to meet these needs.

General Reference and Bibliography Division

The African Section has produced 32 bibliographies numbering approximately 6,464 pages. The bibliographies cover a wide range of Africana; it is clear from reviewing the list of titles that the bibliographies have been compiled to meet the needs of Africanists and to fill existing lacunae in the bibliographic coverage of Africana. It appears that high priority has been given to the compilation of guides to official publications of various African nations. Criteria have been established with respect to this series: (1) the importance of the country or region in current research and (2) the amount of bibliographic coverage on it.

All of the bibliographies produced by the African Section are substantial; disregarding publication survey trip reports, Madagascar and Adjacent Islands, a Guide to Official Publications (58 p.) is the shortest work issued by the section. The section may not have felt the need to prepare the short subject bibliographies, finding aids and checklists that other custodial units have produced due to the accessibility of its area specialists to readers, its extensive vertical files, and its subject catalog of citations to periodical articles on Africana. These resources constitute reference tools, in some cases, more useful to the reader than the published collection guide. However, the section is developing a series of short bibliographies on topics of current interest to serve those unable to do their research within the confines of the section.

Twenty-four of the thirty-two bibliographies produced by the section are included in LC Publications in Print.

The Bibliography and Reference Correspondence Section has compiled 40 bibliographies (26 titles) numbering approximately 4,157 pages during the last 15 years. All its bibliographies are listed in Library of Congress Publications in Print, which is compiled in the section.

The majority of the works are substantial; its General Reference and Bibliography series is an exception. This series is obviously intended for ready reference and has been prepared to meet the needs of the correspondence unit. The section's major compilation, The Guide to the Study of the United States (1193 p.) and its 1956-1965 Supplement (526 p.) represents the kind of bibliographic work that should be done by the Library; it is selective, organized, annotated, and well-indexed--and would get the Mudge/Winchell seal of approval, were those masters of reference works still alive. Some of the bibliographies undertaken by Bibl migh have been well compiled in other Library divisions, e.g., Literary Recordings; a Checklist of the Archive of Recorded Poetry and Literature in the Library of Congress (190 p.), Outdoor Recreation Literature (137 p.), U.S. entries for Index Translationum, Union Lists of Serials; a Bibliography (150 p.), Library of Congress Publications in Print, and the Civil War in Pictures (30 p.).

The staff of GR&B Bibl feels that it is qualified to handle the compilation of bibliographies in a variety of subjects in the humanities and the social sciences, but believes that American history is the area most in need of bibliographic coverage, particularly with the cessation of the *Writings on American History*. After the completion of the comprehensive bibliography on *Revolutionary America* (approximately 20,000 titles), they foresee a series of projects covering special periods, topics, or aspects of American history such as *Federal America*, *The Era of the War of 1812*, *The Middle Period*, *The Historiography of American History*, *Manuscript Collections for the Study of American History*, *A Guide to Bibliographic Tools for Research in American History*, and a revision of *The Presidents of the United States*. In their response to the subcommittee questionnaire, *GR&B Bibl* provided an extended list of bibliographies and other publications that could be undertaken if staff were available. Perhaps annual, on-going bibliographies such as *LC Publications in Print*, *Index Translationum* and *United States of America National Bibliographical and Abstracting Services and Related Activities* demand staff time that could be better used in getting a handle on the Library's research collections in Americana. Minor aids to research, e.g., give-away reader guides, checklists, and the like can and should be compiled by public reference specialists, not by the Bibliography Section.

The *Children's Book Section* is phenomenal and shows what can be done when there is a clear mandate and a mission. Most of the work on the 22 bibliographies, numbering some 1,304 pages, compiled in the section during the past 13 years has been done by 2 people. They are meeting the needs of those who serve children and then some!

The section has probably done the most with least and, in keeping with the Puritan Ethic, should be given the bibliographic staff support it requests to accomplish its objectives in meeting the needs of the researcher in rare childreniana and in preparing guides to foreign children's books in the Library's collections.

The section's output is cited in *LC Publications in Print*.

Science and Technology Division

The division has produced approximately 166 bibliographies numbering 30,824 pages over the last 15 years; this count does not include its *Aerospace Medicine and Biology, a Continuing Bibliogrpahy*, issued monthly, July 1964-July 1969, which in itself numers more than 3,142 pages.

Most of the hard-core bibliographic work is presently being undertaken by the Cold Regions Bibliography Project; the now abolished Special Bibliographies Section, the Aerospace Medicine Section, and the Aeronautics Section accounted for much of the division's bibliographic activity in the early 1960's. Most of the bibliographies generated by these sections were done under contract, primarily for other government agencies. The bibliographic style of each bibliography was set by the contractor; GR&B, to the best of my knowledge, did not monitor either content or style.

The titles compiled by the Science and Technology Division cover a wide range of topics and reflect the interests of the contractors as well as the expertise of the staff and the strength of the Library's collections in various scientific and technical areas. The titles range from *Aeronautical and Space Serial Publications; a World List* (255 p.). *Bibliography of Bioregenerating Systems for Extraterrestrial Habitation* (92 p.), *Fish Protein Concentrate; a Comprehensive Bibliography* (77 p.), *Marine Borers; an Annotated Bibliography* (1136 p.), *United States IGY Bibliography, 1953-1960* (391 p.), *Weather Modification in the Soviet Union, 1946-1966* (78 p.) to *Wilbur & Orville Wright: a Bibliography Commemorating the Hundredth Anniversary of the Birth of Wilbur Wright, Arpil 16, 1867* (187 p.).

The *LC Science Tracer Bullet* series, initiated in 1972, represents an attempt by the division's reference section to meet the needs of its readers by issuing guides to the literature on subjects of current interest, such as solar energy, energy conservation in building design, nuclear safety, women in the sciences and, for the bicentennial, science and technology in 18th century America. These bibliographic guides include a weighted list of subject headings, lists of basic texts, bibliographies, conference proceedings, government publications, abstracting and indexing services, and the like, as well as a list of associations or agencies to be contacted for further information.

With the demise of the special bibliographic sections, there has been a decline in the division's bibliographic output. The division's chief wants to move ahead with plans to produce a guide to the resources and special collections for research in the pure and applied sciences in the Library of Congress and with a series of analytical state-of-the-art reviews for which he would hire several senior specialists, on a short-term basis. The chief feels strongly that the division has an obligation to organize, catalog and make available to the general citizenry, the collections in its custody; he has outlined his thoughts on this subject in #7 of the survey.

Forty-two of the 168 titles appear in *Library of Congress Publications in Print*. Titles in the *LC Science Tracer Bullet* series, which account for 68 titles, are not listed separately in *Publications in Print*.

Serial Division

In the last 15 years, the Serial Division has produced 10 titles, the majority of which have 2nd and 3rd editions; the page-output numbers over 4,366. The titles compiled are primarily guides to the division's collections in that they are union lists or guides to reference tools that can be used by the researcher in locating materials in newspapers, government publications and/or periodicals. The titles range from *African Newspapers in Selected American Libraries, a Union List* (135 p.), *Newspapers Currently Received and Permanently Retained in the Library of Congress* (20 p.) to the popular and useful *Popular Names in U.S. Government Reports; a Catalog* (263 p.).

The division is primarily concerned with updating existing tools, e.g., Paul Swigart's *Chronological Index to Newspapers for the Period 1801-1967 in the Collections of the Library of Congress* (6 v.) and

Henry Parson's A Checklist of Foreign Newspapers in the Library of Congress as well as in compiling finding aids for British government sessional papers and United Nations publications. They are reader-oriented and feel that the reader can best be served by printed guides and aids to research and are trying to find the time, by reordering priorities, to compile these aids.

Only five of the division's titles are listed in Publications in Print; two of the titles not listed, Government Organization Manuals, a Bibliography and Government Publications, A Guide to Bibliography Tools, are in press. A Chronological Listing of Leading Latin American Newspapers and Spanish Government Publications after July 17, 1936; a Survey are available only in limited quantity. A change in title accounts for the fifth title not picked up in Library of Congress Publications in Print.

RESEARCH DEPARTMENT (Ronald Gephart)

Geography and Map Division

Altogether, G&M has compiled 15 separately titled bibliographies since 1960 totalling 6,209 pages in 21 volumes. These figures include three volumes of A List of Geographical Atlases in the Library of Congress, With Bibliographical Notes (1963-74. v. 6-8. 1,578 p.) and the five-volume Bibliography of Cartography (1973. 3,493 p.) produced by G. K. Hall from G&M's card catalog. G&M bibliographies have appeared at regular intervals over the past fifteen years. They are intended to commemorate specific events, to highlight particular geographic areas or special segments of the collection, and to reveal cartographic materials that fall into a certain genre. Examples of each of these categories are Civil War Maps; An Annotated List of Maps and Atlases in Map Collections of the Library of Congress (1961. 138 p.), Detroit and Vicinity Before 1900; An Annotated List of Maps (1968. 84 p.), Panoramic Maps of Anglo-American Cities; A Checklist of Maps in the Collections of the Library of Congress (1974. 118 p.), and Railroad Maps of the United States; A Selective Annotated Bibliography of Original 19th-Century Maps in the Geography and Map Division of the Library of Congress (1975. 112 p.). Almost all G&M bibliographies are listed in Pubs in Print as well as two separate flyers prepared by the Division which also describe its collections and hours of service.

At present, a number of compilations such as Maps of the United States-Mexican War, Checklist of U.S. Lake Survey Charts, the Sanborn Fire Insurance Maps, and a revised and enlarged edition of Facsimiles of Rare Historical Maps, are in progress. Beyond these efforts, the Division would like to prepare a consolidated author list and index for all volumes of its List of Geographical Atlases, supplements to its five-volume Bibliography of Cartography, a checklist of United States post route maps, and about a dozen other specific projects that would further its basic program. Because of G&M's limited staff, "all of whom have responsibilities and duties which have higher priority than bibliographic compilation" according to the Division Chief, it has been difficult to plan for the timely completion of projected bibliographies. This situation can only be remedied, he adds, when G&M's staff is augmented, although "there appears to be little possibility of this in the near future."

Latin American, Portuguese, and Spanish Division

In LAPS, bibliographic production is divided between the reference staff, assisted by outside consultants or institutions (13 titles totalling 3,194 pages since 1960), and the Handbook staff that compiles the *Handbook of Latin American Studies* (15 volumes totalling 7,693 pages since 1960). The former group has published substantial works such as *A Guide to the Music of Latin America* (1962. 411 p. A joint publication of the Pan American Union and LC), *Spanish and Portuguese Translations of United States Books, 1955-1962; A Bibliography* (1963. 506 p.), *Latin America: A Guide to Historical Literature* (1969. 700 p. Sponsored jointly by the Conference on Latin American History and LC), and *The Archive of Hispanic Literature on Tape; A Descriptive Guide* (1974. 516 p.). The Handbook staff has been compiling its annual selective bibliography of works since 1946 covering humanities in the even years and social sciences in the odd. Each volume contains over 5,000 annotated entries provided by over 90 contributing editors throughout the world. LAPS' publications are made known through *Pubs in Print* and a separate flyer issued by the Publications Office.

Within the next few years the Division hopes to publish a guide to Portuguese manuscripts in the Library, a bibliography of resource material for a study of Spanish literature collections at LC, a general guide to the Hispanic collections of the Library, and a checklist of Iberian newspapers in LC. Should adequate staff be available in the future, LAPS will undertake nearly a dozen major projects including a checklist of several thousand titles in the Hispanic pamphlet collection, a guide to the Hispanic manuscripts in LC's Mss Div, a guide to official U.S. publications concerning Latin America, 1776-1975, and a union list of microforms relating to Latin American, Spanish, and Portuguese materials. Almost all of LAPS' bibliographies are tailored to the needs of the scholar and researcher.

Manuscript Division

Mss' bibliographic program is perhaps the most complex in the Library owing to the diverse and imposing nature of its collections. Since 1960 Mss has issued 123 registers, presidential indexes, acquisition reports, and other bibliographic publications totalling 12,557 pages. Registers (45 titles--1,231 p.) have been the basic finding aids for Mss' collections since about 1950. In addition to the registers listed in *Pubs in Print*, however, there are far more numerous "unpublished" registers (414 titles--4,459 p.) and "draft" registers (230 titles--5,738 p.) which may be used only in the Division. These latter works remain unpublished because they describe collections that will be augmented in the future, that are of less widespread scholarly interest, or that are economically unfeasible to publish and distribute at the moment. The Presidential indexes (21 titles totalling 8,022 pages) are all listed in *Pubs in Print* and represent comprehensive writer and recipient guides to some of the Division's most voluminous holdings. Since 1960 Mss has reported its recent acquisitions in 16 installments in LC's *Quarterly Journal*. Members of the staff have also published widely in such periodicals as *American*

Literary Scholarship, American Studies, Library Trends, Labor History, French Historical Studies, and the Journal of American History. Their contributions range from literary bibliographies to descriptions of the Division's collections by both subject and format. Separate publications issued by Mss include Manuscripts on Microfilm: A Checklist of the Holdings of the Manuscript Division (1975. 82 p.) and Naval Historical Foundation Manuscript Collection: A Catalog (1974. 136 p.).

Since 1966 Mss has produced for internal purposes a number of bibliographies of its collections derived from the computer-based Master Record of Manuscript Collections. Master Record I (10,000 titles--350 p.) is the basic existing tool. It is updated and printed twice a year. The Division is also converting to its Master Record II, a MARC data base containing information, with subject tracings, on some 500 collections of nearly three million items. Eventually, when the data base is larger, it will be possible to print out specialized subject bibliographies.

In progress at the moment are a checklist of the papers of U.S. Senators and Representatives in the Manuscript Division and two guides to papers of the Jacksonian and Civil War periods. The Division Chief reports that Mss has long recommended the compilation of a new, comprehensive guide to the manuscript collections of LC to replace the outdated Handbook of Manuscripts in the Library of Congress (1918). Obvious spinoff publications would be timely guides to the papers of Blacks and women at LC. In addition to these major efforts, the Division feels that many less ambitious projects are almost equally worthy of consideration. But a major commitment in terms of staff and publication funds must be forthcoming.

Music Division

The collections of the Music Division are under perhaps the poorest bibliographic control of any of the custodial divisions in the Library. This becomes readily apparent when one reviews the short list of bibliographies published since 1960 and considers the Division Chief's extensive program of future bibliographic tasks. The Reference and Recorded Sound sections have issued seven titles ranging from The Dayton C. Miller Flute Collection; A Checklist of the Instruments (1961. 115 p.) and African Music; a Briefly Annotated Bibliography (1964. 55 p.) to The Sousa Band: A Discography (1970. 123 p.) and A List of Fife Music Found in the Library of Congress (1976. 8 p.). While the Archive of Folk Song has compiled 125 bibliographies, they total 462 pages or slightly more than three pages per list. They are generally unannotated and, though they cover over a hundred areas and subjects in the fields of folklore and folk music, few are comprehensive. The inventory of bibliographies and reference aids distributed by the Archive of Folk Song includes such titles as Folklore and Folk Music Archives in the United States and Canada (1973. 10 p.), New York State Folk Music (1970. 3 p.), Shawnee Indian Music (1964. 1 p.), and Spanish and Basque Folksongs: English-Language Translations (1970. 2 p.) Only five titles for Music Division publications issued since 1960 are listed in Pubs in Print.

Neither the Reference and Recorded Sound sections or the Archive of Folk Song have bibliographies in progress. For the future, however, the Archive would like to undertake a full catalog of its recorded collections, a catalog of its manuscript holdings, and an annotated bibliography and discography of North American Indian music. An increase of five bibliographers would be needed on the staff. The Chief of the Music Division feels that a large-scale program would be necessary to provide bibliographic coverage of those areas where the Division's collections are strongest and where there is the most widespread scholarly demand. Altogether, he reviews eight projects requiring the services of 21 specialists, analysts, and editors for a period of 74 man-years. Three entail a complete revision and expansion of early works compiled by the Division that have become outdated because its holdings in each of these areas has increased significantly--Sonneck's Catalogue of Opera Librettos Printed Before 1800 (1914. 2 v.), Gregory's Catalogue of Early Books on Music (Before 1800) (1913. 312 p.), and Sonneck's Dramatic Music (Class M 1500, 1510, 1520). Catalogue of Full Scores (1908. 170 p.). The other five projects involve the preparation of complete, annotated catalogs to the Division's holdings of opera librettos published between 1800 and 1900 (some 35,000); original music manuscripts of composers (over 50,000 items); Dayton C. Miller's collection of flutes, books, music, art works, and iconography; vocal and piano-vocal scores of dramatic music (an estimated 14,000 items); and commercially recorded 78 rpm discs of classical music and spoken work materials (about 125,000 discs recorded between 1895 and 1949).

Orientalia Division

Although Orien has issued five titles totalling 4,820 pages since 1960, four-fifths of this total is represented by the Southeast Asia Subject Catalog (1972. 6 v. 3,932 p.) which G. K. Hall filmed from the files maintained during the past 25 years in the Southern Asia Section. Other titles published include American Doctoral Dissertations on the Arab World, 1883-1968 (1970. 103 p.), Attatürk and Turkey, A Bibliography, 1919-1938 (1974. 75 p.), and The Contemporary Middle East, 1948-1973: A Selective and Annotated Bibliography (1975. 664 p.). Reportedly in progress are eight bibliographies on American government publications on the Middle East, Chinese-English and English-Chinese dictionaries at LC, Chinese periodicals at LC, Japanese government publications, English-language materials on Pakistan at LC, Southeast Asia periodicals in Western languages at LC, and works by and about Subhas Chandra Bose. All five sections in the Division--Chinese, Hebraic, Near East, Japanese, and Southern Asia--envision extensive future undertakings represented by nearly 30 proposed titles. It is unclear from the response to Question 6, however, whether these projects would be undertaken by the present staff or an unestimated future addition in manpower.

Prints and Photographs Division

The Motion Pictures Section of P&P reported the existence within the Division of various card files for safety titles, nitrate titles, silent features, directors, paper prints, newsreels, German and Japanese collections, film-related materials, and an international index to film periodicals totalling, in all, some 215,000 cards. The Section has issued only 25 published bibliographies, however, averaging 18 pages each. These include a few longer works, such as The Civil War in Motion Pictures; A Bibliography of Films Produced in the United States Since 1897 (1961.

109 p.), but they are for the most part brief filmographies, among them Black Films in the Library of Congress (1975. 10 p.), Feature Films, 1921-1930, in the Collections of the Library of Congress (1972. 37 p.), George Stevens, Sr. (1975. 11 p.), Orson Welles (1975. 1 p.), and William S. Hart (1975. 6 p.). Currently in progress are a Guide to Dance in Films, a filmography of some 1,705 titles that will reach approximately 250 pages, and the Theodore Roosevelt catalog project which entails a complete indexing of about 700 documentary motion pictures relating to T. R. Like many other divisions and sections, Motion Pictures finds that it needs badly to compile many filmographies and finding aids to be able to respond adequately to research inquiries about its holdings, especially comprehensive lists of its films by subject, name, genre, format, and date. In addition, Motion Pictures has large backlogs of completely uncataloged films. Staff limitations, however, have permitted only the most preliminary cataloging for several years.

The "prints and photographs" area of P&P has produced a number of typescript bibliographies and checklists as well as pictorial essays that have appeared in the Quarterly Journal, but its substantive publications since 1960 number three: Civil War Photographs, 1861-1865; A Catalog of Copy Negatives Made From Originals Selected from the Matthew B. Brady Collection in the Prints and Photographs Division of the Library of Congress (1961. 74 p.), American Prints in the Library of Congress; A Catalog of the Collection (1970. 568 p.), and Viewpoints; A Selection From the Pictorial Collections of the Library of Congress (1975. 223 p.). Over a dozen bibliographic projects are reportedly in progress or projected through 1979, although only one, a Guide to Collections and Services in the Prints and Photographs Division, has been cleared through the B&P Committee or is known about in the Publications Office. Among those listed are guides to "master" drawings collections in P&P (about 2,000 entries), to the Gilbert H. Grosvenor Collection (about 8,000 entries), and photos of representative U.S. architecture (about 2,500 entries). A similar number of projects are listed for the future, but it is difficult to determine how the present staff will undertake monumental tasks such as the compilation of shelflists and caption lists for the Harris & Ewing Collection (approximately 57,000 negatives), the French Collection (about 73,000 negatives), and the Red Cross Collection (nearly 62,000 negatives) in addition to its regular duties.

Rare Book and Special Collections Division

Rare Bk has issued seven works in 11 volumes since 1960 with a total pagination of 5,742. Six of these volumes are book catalogs produced by G. K. Hall and Rowman & Littlefield--Catalog of Broadsides in the Rare Book Division (1972. 4 v. 2,896 p.) and Children's Books in the Rare Book Division of the Library of Congress (1975. 2 v. 1,383 p.). Although Frederick Goff's Incunabula in American Libraries (1964. 798 p.) and its Supplement (1972. 104 p.) was published by the Bibliographical Society of America, most of the compilation was done on LC time. The remaining titles include A Catalog of the Alfred Whital Stern Collection of Lincolniana (1960. 498 p.), The Rare Book Division: A Guide to its Collections and Services (Rev. ed., 1965. 51 p.), and Some Guides to Special Collections in the Rare Book Division (1974. 12 p.).

The Division is too seriously understaffed to undertake any major projects at this point. In progress are a brief checklist of Latin manuscripts in its collections, a revised edition of the Guide to the Division's collections and services, a guide to its special card catalogs, and a new edition of the catalog to the Rosenwald Collection. The Chief feels that the most useful scholarly contributions the Division could make in the future are to fully catalog and describe its enormous collection of bound pamphlets, to publish a checklist of the Library's 16th-century holdings, with a detailed printer's index, and to transcribe and publish the American copyright records from 1790 to 1870 now housed in the Division. As useful as they might be, however, their undertaking would require a sizeable increment to the present staff.

Slavic and Central European Division

Since 1960 Slav D has published 14 bibliographies totalling 2,221 pages, most of which are still listed in Pubs in Print. Highly successful have been the bibliographic guides to individual countries: Bulgaria; A Bibliographic Guide (1965. 98 p.), Czechoslovakia; A Bibliographic Guide (1967. 157 p.), East Germany; A Selected Bibliography (1967. 133 p.), Rumania; A Bibliographic Guide (1963. 75 p.), and Yugoslavia; A Bibliographic Guide (1974. 270 p.). All staff members contribute to the annual American Bibliography of Slavic and East European Studies which the American Association for the Advancement of Slavic Studies began publishing in 1973. The bibliography has helped to establish LC as the national bibliographic center for Slavic and East European studies. Other bibliographies recently issued by the Division are such works as The USSR and Eastern Europe; Periodicals in Western Languages (3d ed., rev. and enl. 1967. 89 p.), Index to Russian and Ukrainian Periodicals Available on Microfilm From the Library of Congress Photoduplication Service (1968. 145 p.), and Polish Books in English, 1945-1971 (1974. 163 p.).

Three bibliographic projects are presently underway in the Division: The USSR and Eastern Europe; Periodicals in Western Languages (4th ed., rev. and enl. 900 entries), The Federal Republic of Germany; A Selected Bibliography of English-Language Publications (2d rev. ed. 1,000 entries), and Finland; A Selected Reference Bibliography (325 entries). Slav D is also preparing a 30-page brochure about its services and facilities which will include brief surveys of the Library's collections for each of the countries within the Division's area of responsibility. In the future Slav D would like to capitalize on the success of Polish Books in English (now at the end of its second printing) and prepare companion pieces for other countries in its area. It would also like to expand its series of bibliographic guides to individual countries to include Albania, Finland, Greece, Hungary, and Poland. In the past an honorarium has been paid to outside specialists who have prepared these bibliographies under the sponsorship of the Division and with the assistance of the Division staff.

Resumé of responses to Question 4: (John Hébert)

4) How are bibliographic projects initiated in your division? What factors do you take into account in assigning priorities among competing proposals?

Those who addressed the problem of who initiates bibliographies show overwhelmingly that the proposals come from the staff below chief level although four of the 22 respondents indicated initiation by chief and staff. Two divisions pointed to the review or initiation of proposals by outside advisory boards--the American Revolution Bicentennial Office receives suggestions from its Advisory Committee of distinguished historians and LAPS' Handbook of Latin American Studies obtains initiations from its Advisory Board. DBPH has an internal Publications Council authorized to propose and discuss book catalogs and special bibliographies.

Suggestions for bibliographic publications come from a variety of sources including readers, Congress, LC staff, and professional associations. These suggestions are usually based on a desire to make known unique collections in LC, to anticipate future demand for information on a current topic, to obtain access to a portion of a collection difficult to research, or to provide bibliographic control on a subject of timely interest.

In general, it appears that bibliographies are suggested by the staff and initiated by them after discussion with their supervisors, the purpose being to make known LC's diverse collections--either by subject or by format. The interest of readers, current trends, and control of uncataloged materials all enter into the suggestion process. It must be emphasized that the initiation comes from the staff out of their desire to bring LC materials to the attention of researchers.

Priority for a publication is generally based on the availability of staff, the timeliness of the project, and the possibility of completing it within a reasonable period of time. The primary factor is overwhelmingly staff size and the division's commitment to other duties. As Rare Book Division stated: "Our division is too seriously understaffed to be able to contemplate undertaking more than the most pressing bibliographic projects," or as Serial Division noted, bibliographies are currently compiled by the reference librarians on a "time allowable" basis. Disregarding personnel limitations and time factors, priority was then based on the importance of the bibliography or, as GR&B-Afr, indicated, the importance of the country or region in current research and the amount of bibliographic coverage available on it. The Archive of Folk Song, Mus, places higher priority on a publication containing unique listings. GR&B-Bibl considers the need to compile a bibliography at LC because of its unique holdings as opposed to somewhere else. It pointed out that a bibliography's worth must be compared "to other tasks that may have to be postponed or suspended in order to permit its completion." CRS places priority on the deadline imposed by the Congressional request, indicating that there is no self-initiation of bibliographies; its function is purely responsive. In sum, priority is usually based on the staff and time available (in light of other pressing matters) to engage in a bibliographic effort. Within those limitations, priority is then determined by the desirability of the bibliography (i.e., lack of existing coverage), uniqueness of subject or materials to LC, and the ability of the staff to perform the project. Perhaps unique is the Handbook of Latin American Studies which depends on a core of outside contributing editors who serve without remuneration for its annual compilation.

Summary of Individual Responses to Question 4:

Librarian's Office

1) American Revolution Bicentennial Office

Initiated by (1) staff, (2) coordinator of program, (3) Assistant Librarian, and (4) the Advisory Committee of distinguished historians on LC's Bicentennial Program. Proposals are approved by Coordinator and Assistant Librarian after discussion with advisory committee.

2) Exhibit's Office

No answer.

Congressional Research Service

3) Library Services Division

By request of members or committee of Congress or at the request of CRS researchers responding to Congressional inquiries. Priority assignment not acute problem; based on deadline imposed by requestor.

Law Library

4) American-British Law

(1) Need shown by requests on particular subject. (2) Anticipation of future demand for information on current topic. (3) Obtain access to a portion of the collections difficult to research. (4) Aid to profession of Law librarianship by access to legal information sources unique in Law Library or comprehensive collections.

5) European Law

Through staff suggestions dependent on division and department approval, funding, and staff time. If more bibliographic projects are undertaken in European Law, guidelines for the establishment of priorities would have to be more clearly determined.

6) Hispanic Law

(1) Response to need by frequency of Congressional requests, intensity of press coverage of issues of national interest, suggestions from the academic community, and the desire to expose valuable special parts of the division's collections. Priorities assigned in consultation with department director and Publications Office.

7) Far Eastern Law

Chief or other staff members. Factors for priority: timeliness of project, need, availability of man-hours to devote to project in view of top priority given to Congressional and other requests.

8) Near Eastern Law

Suggested by individual researcher--discussed in division meeting in order to appraise possible value of projected research to Library, division, readers. Decision made by Chief and staff. No priority assignments since there are no competing proposals. Projects are complementary.

Processing Department

9) MARC Development.

Except for MARC retriever, bibliographic projects are initiated on an ad hoc basis or to meet a requirement for specific event or document. Priorities assigned by piece.

10) National Union Catalog Publication Project

Not applicable.

11) Exchange & Gift Division

No answer.

12) Subject Cataloging Division

Correspondence demand (only 1 list)

13) Catalog Publication Division

No answer.

14) Serial Record Division

No answer.

Department of Research

15) Geography and Map Division

Initiated by staff members.

16) Manuscript Division

Initiated by interest of a reference specialist who is aware of need for a particular bibliographic tool in his own work or as an aid to scholarly use of collections. Priorities not among competing proposals, but allocation of staff. Need, likelihood of completion, and requirement for staff services elsewhere are factors in determining priority.

17) Music Division

a. Reference and Recorded Sound sections--In response to requests. Able only to do what is in immediate demand.

b. Archive of Folk Song--Section head or reference librarian suggests. Higher priorities assigned to unique listings.

18) Prints and Photographs Division

a. Motion Picture--in response to research demand, although small staff precludes priorities.

b. Prints and Photographs reference--initiated by reader demand and by staff members.

19) Latin American, Portuguese and Spanish Division

Initiated from demand from readers, associations (institutions) and from staff. Chief sets priorities and heads project however, small size of staff leads to exchanges. Handbook of Latin American Studies' priorities established by editor, direction of Handbook receives imput from Advisory Board (composed of outside scholars) who recommend need for new sections or special bibliographies to appear in the annual Handbook.

20) Rare Book Division

"Our division is too seriously understaffed to be able to contemplate undertaking more than the most pressing bibliographic projects." Desire to bring resources to attention of scholars.

21) Slavic and Central European Division

Initiated by area specialists, outside users (institution). Priority to timeliness, demand for subject, availability of staff time, and financial support to allow for additional staff or honoraria for outside consultant or compilers.

Readers Services Department

22) GR&B Division

a. Bibl. Bibliographies initiated by staff or chief. Assess need of bibliographies, LC need to compile, and its worth.

b. Children's Book Section. Conscious of research interests.

c. African Section. Initiated to fulfill needs of Africanists and to fill lacuane in bibliographic coverage of Africana. Staff members suggests projects on basis of their work with material on a particular area or subject and their knowledge of bibliographic needs for researchers. Highest priority to guides to official publications of African nations as this has been the major on-going series in section. Priority within this is
(1) importance of country or region in current research
(2) amount of bibliographic coverage on it.

23) DBPH

Committee determines subjects and quotas of bibliographies. Selective lists and finding aids are produced on requests from patron libraries. New Book catalogs and bibliographies are proposed and discussed by a Publications Council composed of DBPH staff members. Chief and Publications Services agree to publications.

24) Sci Tech Division

Initiation by government agencies or non governmental agencies through National Technical Information Service. In house at section level.

25) Serial Division

Initiated by surveying need, user demand, and foresight. Done at present on a time-allowable basis by reference librarians. Responsibility for development of major bibliographies will continue to reside with specialists in Serial and Government Documents.

26) Stack and Reader Division

Microform Section--no answer.

Resumé of responses to Question 5: (Julian Witherell)

5) If members of your staff are contributing to approved bibliographic publications or services outside of the Library as part of their official duties, please give the titles and scope of the projects.

More than half of the respondents (16) reported that this statement is "not applicable" or that their units make no official contributions to bibliographic projects outside of LC. Of the 12 who gave positive responses, most indicated that their staffs contribute regularly to bibliographies in periodicals and to compilations sponsored by academic or library associations. The majority gave no indication of the importance of these contributions in relation to their other bibliographic work. Several, however, noted the number of entries prepared, and these figures suggest a significant effort on their part. Slavic, for example, compiles an average of 7,500 entries a year for The American Bibliography of Slavic and East European Studies, sponsored and published by the American Association for the Advancement of Slavic Studies. The response describes this guide, which includes contributions by all professional staff members of the division, as having "established the Library of Congress as the national bibliographic center for Slavic and East European studies." Index entries for 12 Chinese, Japanese, and Korean legal periodicals are prepared by LL-Far East for inclusion in the Index to Foreign Legal Periodicals, a publication of the American Association of Law Libraries, while citations to about 1,200 new LC acquisitions are submitted annually by GR&B-Afr to the Joint Acquisitions List of Africana, issued by Northwestern University. The Archive of Folk Song, Mus, annually supplies 1,500 entries to the "Current Bibliography and Discography" section of Ethnomusicology; Journal of the Society of Ethnomusicology, and P&P-Mot Pic contributes 7,000-8,000 cards a year to the International Index to Film Periodicals.

The responses also indicate that several divisions have been contributing to non-LC bibliographies for many years. The staff of G&M, for example, has supplied citations to the Bibliographie cartographique internationale and the ACSM Bulletin (formerly Surveying and Mapping) for a quarter century and to Bibliografia Cartographia for almost two decades. In general, the respondents did not report the amount of staff time devoted annually to outside compilations; an exception was GR&B-Bibl which indicated that one staff member devotes three months to its contribution to UNESCO's Bibliography, Documentation, Terminology and the American Library Association's RQ, while another bibliographer spends five weeks in collecting catalog entries on translations for inclusion in Index Translationum, a UNESCO publication. The amount of staff time that can be devoted to cooperative projects with other libraries or organizations was suggested in LAPS' conclusion to this question: "Staff size prohibits an overly zealous participation in outside contributions."

The following individual responses are in addition to those in the resumé to this question:

MARC Development

MARC retriever listings are used by other LC units for contributions to bibliographies. Retriever requests, especially from commercial firms, "are probably used" as the basis for other publications.

Serial Record Division

ISSN and key titles assigned by the National Serial Data Program staff for U.S. titles appear in Bulletin de l'ISDS. The CONSER Project will involve all catalogers and editors; this could lead to compilation of a number of bibliographies.

Geography and Map Division

also contribute to:
Imago Mundi; Handbook of Latin American Studies; "Distinctive recent maps" in ACSM Bulletin; The American Cartographer

Manuscript Division

mentioned a "personal professional project;" Chief contributes to "Articles on American Literature Appearing in Current Periodicals" in American Literature.

Music Division

A staff member is American editor of International Inventory of Musical Sources.

Currently preparing entries for Annotated Bibliography of Discography.

Latin American, Portuguese and Spanish Division

Assists in the compilation of the Handbook of Middle American Indians; dissertation list for Latin American Studies Association; and Universities Field Staff studies.

Slavic and Central European Division

Surveys LC collections for East Central and Southeastern Europe: a Handbook of Library and Archival Resources in North America; contributes to ARL Foreign Acquisitions Newsletter and American Historical Review.

GR&B-African Section

Contributes to Africana Libraries Newsletter.

Serial Division.

Chief is chairman of SALALM Editorial Board and a member of the Index to Current Urban Documentation Editorial Board.

Resumé of responses to Question 6: (Richard Stephenson)

6) How many members of your staff are engaged in bibliographic work (a) on a full-time basis or (b) on a part-time basis? How many bibliographers would you need in the future to accomplish tasks that might be undertaken in your division?

A quantitative analysis was made of the responses with the following results:

At present, there are 64 full-time bibliographers in LC with an additional 222 staff members working on bibliographic projects on a part-time basis, for a total of 286. Statistically, the Research and Reader Services departments are at the forefront, with 104 full and 65 part-time bibliographers; taken together, they account for approximately 59% of the total, with Processing Department accounting for 16% and Law Library for 13%. Those units responding that some staff members are employed as bibliographers on a part-time basis did not indicate what percentage of staff time is devoted to this activity.

Looking forward to the future, the respondents indicated a need for 95 additional bibliographers (53 full-time and 42 part-time). Somewhat less than half of this amount (44) was anticipated by divisions within the Research Department, a 42 percent increase over the department's present total. Thirty-nine additional staff members were called for by the Reader Service Department divisions, an increase of 53 percent. Both departments have thus expressed a strong need for reinforced bibliographic staffs. It must be noted, however, that a careful review of the dimensions of proposed projects in Question 3 indicates that future staff needs were underestimated in many cases or simply not taken into account.

The breakdown by department and division is as follows:

Number of staff presently engaged in bibliographic work:	Full time	Part time	Total
Librarian's Office (7)			
Am Rev	2	2	4
Exh		3	3
Administrative Department (1)			
Photodup		1	1
Congressional Research Service (26)			
Library Services	7	19	26
Law Library (36)			
AB		15	15
Eur		4	4
FE		8	8
Hisp		4	4
NEA		5	5

Number of staff presently engaged in bibliographic work: (cont'd)	Full time	Part time	Total
Processing Department (47)			
E&G - Fed. Doc. Sect.		5	5
E&G - State Doc. Sect.	9	1	10
MARC Dev		4	4
NUCPP	28		28
Reader Services Department (65)			
DBPH	2	17	19
Foreign Newspaper Proj.		3	3
GR&B - African Sect.		6	6
GR&B - Biblio. & Ref. Corresp. Sect.	3	5	8
GR&B - Children's Book Sect.		2	2
GR&B - Pub. Ref. Sect.		2	2
GR&B - Union Cat. & Int. Organ. Ref. Sect.		3	3
Sci	6	11	17
Ser	1	4	5
Research Department (104)			
G&M	1	10	11
LAPS	4	4	8
Mss		25	25
Mus - Archive of Folk Song		2	2
Mus - Ref. & Recorded Sounds Sections		1	1
Orien		28	28
P&P		10	10
P&P - Motion Picture Film Service		3	3
Rare Bk		3	3
Slav D	1	12	13
	64	222	286

Number of staff needed for bibliographic work in the future:	Full time	Part time	Total
Assistant Librarian of Congress (0)			
Administrative Department (0)			
Congressional Research Service (1)			
Library Services		1	1
Copyright Office (0)			
Law Library (9)			
AB	1		1
Eur	3		3
FE		3	3
Hisp	1		1
NEA	1		1
Processing Department (2)			
MARC Dev	2		2

Number of staff needed for bibliographic work in the future: (cont'd)	Full time	Part time	Total
Reader Services Department (39)			
DBPH		2	2
Foreign Newspaper Proj.		3	3
GR&B - African Sect.		11	11
GR&B - Biblio. & Ref. Corresp. Sect.	15		15
GR&B - Union Cat. & Int. Organ. Ref. Sect.		5	5
Ser	3		3
Research Department (44)			
G&M		5	5
LAPS	1	2	3
Mus - Archive of Folk Song		5	5
Mus - Ref. and Rec. Sound	21		21
Orien	1		1
P&[illegible]		3	3
P&P - Motion Picture Film Service	2		2
Rare Bk		3	3
Slav D	1		1
	53	42	95

Resumé of responses to Question 7: (John Hébert and Julian Witherell)

7) What do you feel the Library's bibliographic role should be in relationship to Congress, other libraries, the scholarly community, and the general public?

The general feeling of those surveyed was that LC should furnish as many guides as possible to all users. Publications in general and specifically bibliographies should be given high priority. The American Revolution Bicentennial Office indicated that the bibliography is "one of the most effective ways the Library of Congress has of reaching out and serving its various constituents," while the Slavic and Central European Division felt that bibliographies were a more accessible, practical, usable key to research resources than the Library's catalogs and that they provided time saving shortcuts.

Many respondents also suggested that LC should assume a role as the national bibliographic center--or continue to function in this capacity. With greater expertise and resources that other institutions and with the possibility of automating many bibliographic functions, LC must, it is argued, take a position of leadership. It was generally expressed that LC's comprehensive collections, unique resources, and qualified personnel were especially valid reasons for the compilation of a broad range of bibliographies.

There is no general agreement about which constituency should receive the highest priority in bibliographic work--Congress, other libraries, the scholarly community, or the public at large. Divisions stressed their own particular concerns first, for example, the Library Services Division of CRS and various divisions of the Law Library spoke of their obligation to Congress as paramount while divisions of the Research and Reader Services departments referred to the pressing bibliographic needs of all constituents.

The divisions surveyed revealed that there was a strata of necessary bibliographies, all of which were important, directed to the various users of the Library. Law Divisions spoke of their unique collections and the need to keep Congress informed with bibliographices, but noted that the scholarly community and the nation's libraries should also be served. The European Law Division suggested that a survey of the legal community would assist the Law Library in determining just what was needed; in addition, Congress, other libraries, and the scholarly community should be queried. The Processing Department (with replies only from MARC Development and the National Union Catalog Publication Project) saw a need for adequate bibliographic control for all parts of LC's collections (not necessarily by MARC alone), timely dissemination of its bibliographies, and a major effort to provide libraries, scholars and the public with such standard bibliographies as the NUC.

The Research and Reader Services departments felt that Congressional bibliographic needs must be met primarily by CRS. For the scholar, Music Division proposed better subject guides, analyses of special collections, and annotated listings. Readers, as GR&B-Bibl stated, must be better served by special bibliographies on subjects of recurrent interest; it also suggested a bibliographic information service to provide librarians, booksellers, and others with guidance to U.S. publications and information on where copies can be obtained. Sci & Tech suggested that the compilation of guides to LC's large and often unique resources be "vigorously encouraged," even if this meant reordering priorities to promote bibliographic work. This must be coupled with vastly improved bibliographic access to LC collections and, through national networks, to the collections of all libraries in the country. Both Serial Division and GR&B-Afr stressed the financial problems of other libraries that prevent them from undertaking major bibliographic projects, thereby increasing the pressure on LC to be at the forefront in this field. It was suggested by Manuscript Division that LC revive the U.S. Quarterly Book List as a bibliographic service. Rare Book Division recommended the compilation of guides in honor of LC's donors and friends with the view of attracting additional collections.

The bibliographic role of LC should be broad in scope, providing essentials for less demanding users, and comprehensive, analytical guides for serious scholars. Indeed, comprehensiveness was considered to be the key factor in the compilation of finding aids, checklists and catalogs for the benefit of all LC users. Since it must be recognized that the Library's bibliographic role affects a broad range of constituents within the United States and abroad--with LC holding the distinction of being both the national and in many cases the world's library--priority from the highest level of LC administration must be given to bibliographies as perhaps the most effective means of communication with the scholarly world and the library community.

Summary of Individual Responses to Question 7:

Librarian's Office

1) American Revolution Bicentennial Office

Furnish as many bibliographies to all users as possible. Publications should have a high priority. The bibliography is "one of the most effective ways the Library of Congress has of reaching out and serving its various constituents."

2) Exhibit's Office

No answer.

Congressional Research Service

3) Library Services Division

Only answered in respect to Congress and it believed that the CRS was fulfilling its responsibilities to Congress well. New areas to be examined included: selective dissemination of information service (SDI) to congressional offices based on MARC data base, to complement the current CRS bibliographic data base. Problem: providing hard copy to congressional office on CRTS.

Law Library

4) American British Law Division

LC by virtue of its comprehensive collections and leadership in the Library world has always assumed bibliographic leadership. In addition to Congress' pre-emptive role regarding service, bibliographic access should be available to the scholarly community and to the nation's libraries. Strengthening the bibliographic role will benefit the general public and encourage further international bibliographic cooperation.

5) European Law Division

Because of its unique resources, the Library of Congress must take a leading role in the preparation of bibliographies. A survey of the legal community would assist the Law Library in determining just what this role entails. It would be worthwhile to query Congress, other libraries and the scholarly community to determine needs. Time and effort should be devoted to bibliographic studies but must be balanced with research responsibilities of the Law Library and its overall publications program.

6) Far Eastern Law Division

Far Eastern Law should be a primary source of bibliographic information for Congress in the field of Eastern and Southeast Asian Law. Bibliographic information should be provided to other Libraries, the scholarly community and the general public as time allows after priority has been given to the needs of Congress, i.e. Congress is the primary priority.

7) Hispanic Law Division

Most urgent needs of Congress are paramount according to issues to which high priority is given. Vis a vis other libraries, desirable to see the Library of Congress develop and maintain a manual of bibliographic style. Regarding scholarly community and the general public, Library of Congress needs to be sensitive to their demands. More often LC Congressional replies sufficient for academic and public at large.

8) Near Eastern Law Division

Should expand to one of leadership in relationship to Congress, other libraries, scholarly communities and public. Should not be limited to serving the government.

Processing Department

9) MARC Development

Library bibliographies vis a vis libraries, scholarly community and general public:

(1) Adequate bibliographic control for all parts of its collections not necessarily by MARC alone.

(2) Timely dissemination of its bibliographic products; for publications that would benefit from frequent cumulations and up-datings, microform.

(3) Realistic view of how these interests can be served and services provided with the advent of automation with limitations of resources and funds.

10) National Union Catalog Publication Project

(1) Congress: Supply what they want and anticipate what they might want.

(2) Other libraries: keep major bibliographies flowing (e.g. NUC) and supply demand and recurring author and subject bibliographies within limits of time and money.

(3) Scholarly community: same as with other bibliographies.

(4) Same for public.

Overall LC's role one of leadership. More expertise and resources than anyone else; automation should increase possibilities. Major LC Role: Cataloging what it acquires and disseminate this information as widely, usefully and quickly as possible.

11) Exchange and Gift Division
No answer.

12) Subject Cataloging Division
Declared not applicable.

13) Catalog Publication Division
No answer.

14) Serial Record Division
No answer.

Department of Research

15) Geography and Map Division
To anticipate pertinent needs and attempt to meet them.

16) Manuscript Division
Derive from comprehensiveness of its holdings and from its unique services (to a large extent offered by Catalog of Copyright Entries, Monthly Checklist of State Publications, and NUC).

Congress and their staff should be supplied with listings, summaries, and digests of current literature on topics of special relevance. Scholars need better subjects guides and analyses of special collections, bibliographic guides to resources on subject and topical bases. General public--need substantive guides to literature of current interest. Perhaps one bibliographic service would be a revival of U.S. Quarterly Book List (Review).

17) Music Division
a. Reference and Recorded Sound Section: LC responsible to make collections known. Bibliographies, checklists and catalogs most essential especially in custodial Divisions.
b. Archive of Folk Songs--Congress should be provided brief lists through CRS; libraries should have provided finding aids for LC's unique holdings; scholarly community should receive selected annotated listings; and the general public should be having subject bibliographies and related listings. They called for an expansion of bibliographic activities. Expressed hope that the American Folklife Center would undertake/sponsor a number of substantive bibliographic projects.

18) Prints and Photographs Division
a. Motion Picture--Fulfill reference responsibilities. Motion Picture should produce more internal lists and indexes relating to holdings.
b. Prints and Photographs Reference: To develop bibliographic citations standards for various picture librarianship fields--needs thinking.

19) LAPS Division

Congress should receive bibliographic information mainly through CRS. LC bibliographies should be most oriented to needs of other libraries, scholars and public; to place under control large segments of its collections through bibliographies. Subject and format bibligraphies as needed or created need. "The bibliographic role of the Library should be broad in scope, providing essentials for the less demanding clients and comprehensiveness for the serious scholars and the libraries of the world. Priority from the highest level of the administration must be placed on bibliographies as a most effective communication with the scholarly world and library community."

20) Rare Book Division

Particular responsibility to the scholarly community and research libraries. Not much to Congress and the general public. Set standard of excellence in work, use bibliographic publications to bring our resources to the attention of scholars, and that we should honor our donors and friends in such publications and with hope of attracting further collections.

21) Slavic and Central European Division

Bibliography more accessible, practical, usable keys to knowledge resources than are the Library's catalogs and provide time-saving shortcuts. LC should assume role of the national bibliographic center. Automation of bibliographies stressed to make information sources on line to Congress and to other research libraries.

Reader Services Department

22) GR&B Afr

Financial problems in many academic libraries are causing severe reductions in library facilities with the consequence that they are no longer able to provide adequate bibliographic coverage of collections. Soon, LC may be one of the few institutions with sufficient funds to acquire materials on a worldwide basis and to prepare guides to these resources. The compilation of bibliographies should be an integral part of LC's services to its users.

23) GR&B-Bibl

As the national library, LC needs to make its holdings--including uncontrolled material--more readily known. Recommends establishing a bibliographic information service, perhaps on a fee basis, to provide librarians, booksellers and others with information on U.S. publications and where copies can be obtained. Also suggests public distribution of topical guides compiled by CRS.

24) Sci & Tech

LC must insure that its materials are as "widely and fully" used as possible by all constituencies. Bibliographies should be "vigourously encouraged," even if this means reordering priorities in order to compile them.

25) Serial

Outside libraries look to LC for "definitive bibliographies," especially in view of their own financial problems which prevent them from undertaking projects of major dimensions. We should also encourage

APPENDIX IV

Summary and Analysis of Survey II of the Division Chiefs' Questionnaire

Resumé of responses to Section A: (Ruth Freitag)

A) *Style Manual*

1) Do your bibliographers know about Bibliographical Procedures & Style? Have they read it? Do they use it? If not, what do they use for guidance on bibliographic style?

2) What problems do your bibliographers encounter in using the style manual?

3) How do they resolve bibliographic problems for which they find no guidance in the style manual? By what means do they ensure consistent application of such solutions within a particular bibliography?

4) The style manual based its recommendations on cataloging rules and practices. A revision would be based on the Anglo-American Cataloging Rules, with modifications suited to bibliographic entries (as opposed to catalog card entries). Do you have any comments? Objections? Counterproposals?

5) What changes would you like to see in a new style manual? The following have been suggested:

a. more examples;

b. guidance on citing nonbook and nonprint materials;

c. guidance on footnote style;

d. development of an abbreviated style for use when full references are unsuitable or unnecessary.

Would you find these useful? Please add any other ideas you may have.

6) If your bibliographers are primarily concerned with a specialized type of material (e.g., maps, prints, newspapers), would you or one of your staff be available for consultation, or willing to assist, in the preparation of sections covering these materials?

7) Comments and suggestions?

Respondents to the Survey II questionnaire generally acknowledged some familiarity with Bibliographical Procedures & Style (BP&S); the degree of use fluctuated, and several divisions listed other published guides such as the Chicago Manual of Style (and its offspring, Turabian's manuals), the MLA Style Sheet, and specialized publications (e.g., McKerrow, Bowers, and Gaskell for rare books) and styles developed by the divisions' bibliographers and exemplified in previous publications. Divisions preparing bibliographies uder contract arrangements may be required to follow the contractor's guidelines, and publishers' house styles may govern lists prepared for publication outside LC.

The problems most frequently mentioned in connection with using BP&S are insufficient examples, insufficient guidance for foreign materials, lack of guidance for citing nonbook and nonprint materials, lack of guidance on footnote style, inadequate guidance on citations occurring in text as opposed to list form, difficulty in finding applicable instructions by means of the index to BP&S, and increasing divergences between BP&S and practices followed by Publ as well as numerous revisions in cataloging rules.

Measures taken to resolve bibliographic problems not covered by BP&S include improvisation, consultation with experienced staff in the division, consultation with staff of Publ or GR&B-Bibl, and examination of other style guides and authoritative bibliographies in the field concerned. Consistency is monitored variously by supervisors and editors in the division, or by the bibliographer in the case of projects handled by one person.

Most respondents felt that the basis for revising BP&S briefly outlined in the Survey II questionnaire was a reasonable one. Others suggested adherence to national and/or international bibliographic standards, although several foresaw problems resulting from ISBD's "prescribed puctuation." Still others proposed adoption of the Chicago style manual as the Library's authority on bibliographic style, or at least the development of a style that depended less on cataloging rules and more closely accorded with accepted scholarly practice. One harried bibliographer pleaded for a durable style that would be resistant to the continual and confusing changes in cataloging rules. Sci reported that its bibliographer felt that a consistent style was of little importance; their main concern was simply to provide whatever information would help users retrieve the materials described.

Nearly all respondents agreed with the four proposed changes in a revised BP&S that were listed as examples in the questionnaire, though Publ stated it preference for following Chicago style on footnotes. Among other suggestions for desirable features in a revised BP&S were the following: guidance on the appropriate use of abbreviations, advice on indexing (both textual matter as well as bibliographies), guidelines for citing publications in text as opposed to list form, a section on citing legal materials (to include foreign as well as American/British examples), and an improved index to the manual itself. Others thought it could usefully be enlarged to include guidance on manuscript preparation for contributions to the Information Bulletin and the Quarterly Journal.

Expressions of willingness to assist in developing guidelines for special formats by those who work with them were universal.

Other comments and suggestions include the following: establishment of a staff to advise bibliographers and others on preparing materials for publication, such a staff to be knowledgeable in graphic arts as well as bibliographic techniques; clarification of the reviewing and advisory roles of Publ and GR&B--one respondent felt that in the case of a bibliography prepared in close cooperation with GR&B and in compliance with existing rules on bibliographic style, Publ's review should be limited to an examination of prefatory material and annotations and preparation of copy for the printer. This respondent felt that a new BP&S, comprehensive and clear enough to serve as a guide for all LC bibliographers, could eliminate the need for editorial review in Publ of bibliographic entries and indexes to bibliographies. Another respondent thought that the B&P Committee should be more active in soliciting information about current projects from the divisions, stating that many existing finding aids could be edited and printed with encouragement from the committee. Another suggested that the divisions be given an opportunity to comment on "whatever emerges at the next stage"--whether the subcommittee's recommendations or draft revisions of BP&S was not clear. Still another division stated that we should consider adopting an existing style guide and forego the further development of the Library's own bibliographic style.

Resumé of responses to Section B: (David Eastridge)

1) *How do your bibliographers presently learn to prepare bibliographic references?*

Most of those responding to the survey indicated that those employees preparing bibliographies were hired with a background in Library Science or other graduate work in which they learned the fundamentals of bibliographic preparation. Additionally, most sections give "in-house" training in L.C. style.

The next largest group of responses, especially from the divisions dealing with special format materials or area studies, indicated that staff members trained the new people in the preparation of bibliographies.

Other responses included a specialist who took it upon himself to attend classes on bibliographic preparation at a local university, and the Serial Division who ". . . rolled up sleeves and by digging in."

2) *Do you believe they would benefit from some kind of formal training in LC bibliographic style?*

Yes	18
No	6
No Comment or no answer	15

3) *The few modest efforts at providing such training have consisted of an informal oral presentation of basic principles, lasting an hour or two, followed by submission a few weeks later of 10 sample entries prepared by each student for review by the instructor. Written comments have been returned to the students, who are encouraged to consult with the instructor about any bibliographic problems. Does this method seem worth developing, or can you suggest a better alternative?*

The responses to this question fall into four categories:

1) Those who felt they were not producing bibliographies and could not comment.

2) Those who felt that the current procedure in their division was adequate and were not in favor of a formalized training course.

3) Those who felt that the current informal oral presentation is adequate, but would like to see the preparation of more than ten entries.

4) Finally a group felt that there should be an intensive, indepth course on bibliographic preparation. The course should include work in both book and non-book material regardless of the usual content of the bibliographers work. There were two suggestions that L.C. work with one of the Library Schools in the metropolitan area or with USDA Graduate School in organizing such as effort. Approximately 1/3 of those responding fall into category 1-2, 3 and 4.

4) Would you prefer to have your bibliographers receive a generalized kind of training made available to all divisions, or would a specialized course geared to their particular needs be more satisfactory?

Most of those responding to this question indicated that L.C. needed an expanded course on bibliographic preparation. There should be an introductory general course followed by specialized sessions in the area in which the bibliographer would be working. Most indicated that the specialized training should be done within their respective divisions or by members of their staffs.

5) Comments and suggestions?

Both Marc Development Office and Slavic Division indicated that they felt a need to have their staffs trained in cataloging procedures (either through tuition support from the Library or by a course within the Library).

Serial Division would like to see the establishment of a typing team which would concentrate on bibliographies taking the burden off of their clerical help.

CRS indicated that their current training program was adequate for their specialized needs.

Resumé of responses to Section C: (Evelyn Eiwen)

1) *By what means do you determine whether your bibliographies are reaching the audience you have intended them for?*

2) *Are you familiar with the means by which the Library and the GPO presently promote your bibliographies (press releases, fliers, announcements in the Information Bulletin, dispatch of review copies, occasional advertisements in library periodicals, displays at professional meetings, listings in Su Docs' Monthly Catalog and its annotated, illustrated Selected U.S. Government Publications)? Do you believe these agencies could do more to promote your publications? and to increase the timeliness of their promotions? Have you any specific suggestions? Would you be in favor of more promotional activity if it resulted in further price increases of the publications?*

3) *Are you consulted by the Information Office on the preparation of mailing lists for review copies of your bibliographies. Do you notify that office of new review media in your field that should be added to its mailing list, and of journals that have ceased publication and should be removed from the list?*

4) *How do you feel about the establishment of a Library of Congress Press as a means of improving advertising and distribution?*

5) *Comments and suggestions?*

Awareness of how well publications are reaching their intended audiences is acquired primarily from three indicators--rate of sales, especially as it occasions exhaustion of stock and reprinting; reviews and mentions in the literature of the field; and contact with readers, correspondents, or professional colleagues.

Requests for publications provide a possible measure, also. The Law Library divisions, for instance, may mail out their bibliographies--to university law libraries, law firms, or individuals they know to be interested in them. In this way, they know who is using their publications and deal directly with them. In another case, G&M, the number of reproductions ordered serves as a measure. The Geography and Map Division holds its own negatives and so is aware of the amount and kind of photoduplication orders being filled. The Prints and Photographs Division, on the other hand, did not specifically note such orders as indicative of widespread distribution of their publications; their best measure was the fact that a publication sold out. Some divisions, the Manuscript Division in particular, are most acutely aware of the needs of the individual reader who comes to the Library to use the collections.

Special promotional activities ensure the distribution of some publications to their intended audiences in certain cases. The Division for the Blind and Physically Handicapped has its own promotional activities to reach eligible readers through its library network. The National Union Catalog Publication Project relies on Mansell Information Publishing Ltd. and the ALA for promotion and distribution. The Congressional Research Service, whose distribution is restricted by statute, guarantees that congressmen are aware of significant bibliographies it has compiled by circulating a monthly Greenlist and a semi-annual Subject Catalog CRS Multilithed Reports in Print to their offices. The Selective Dissemination of Information to CRS researchers.

Feeling is divided as to whether increased promotional activity would justify price increases for bibliographies. Hesitation to greater promotion is founded largely on the difficulty of supplying publications as demand increases. Keeping publications in print and guaranteeing efficient distribution by GPO is already a problem at the present level of promotion.

In CRS, where promotion may be at a saturation point, given its limited audience, the problem goes a step further. As bibliographies distributed make users aware of available materials, demand for these materials increases, leading to what is called the "hard copy problem"--the difficulty of supplying material cited to all those from the Congress and Library staff who request it.

The most popular suggestion for increasing promotion involves closer contact with professional organizations, through displays and exhibits at conferences and conventions. Mss suggested that any further promotion be limited to professionals, who ought to be on the lookout for it. The European Law Division explained that the nature of their present bibliographical offerings necessitates little advertising; more ambitious publishing projects will require increased promotion, especially in the law journals. The Near Eastern Law Division suggested working with other government organizations--HEW to gain contact with educational institutions, for example. Ads in book trade and professional periodicals were suggested. The African Section advised increased coverage for published bibliographies in the LCIB and the Slavic Division recommended that the Exchange and Gift Division promote LC publications abroad, especially by including more of them on lists of materials for exchange.

Divisions opposing greater promotional activity at increased cost are: Publ, P&P, Mu, Sci & Tech, MARC Dev, E&G, and LLFE. In favor of it are: Am Rev, Rare Bk, G&M, Mss, Mu-AFS, Slav D, GR&B-Afr, GR&B-CBS, Ser, LLEur, and LLNEA. Division in opinion, therefore, cuts across departmental lines, depending on the experience of the individual division.

Though most divisions expressed knowledge of Library promotional activities, cooperation with the Information Office and familiarity with its advertising practices varies somewhat. Professing to not supplying lists of review media in their fields were Rare Bk, Mu-AFS, LLFE, LLNEA, LLEur. P&P occasionally furnishes such information, upon request. E&G did once furnish a list but does not update it. Apparently current mailing lists and decisions about where to send review copies do not necessarily originate in the divisions preparing bibliographies.

Many divisions pointed out the larger implications of the establishment of a Library of Congress Press above and beyond advertising and distribution of publications. Mu and Mss, for example, believe the advantages of an LC Press would not be primarily in this domain.

Those opposed or indifferent to the idea included E&G, LLFE, Sci & Tech, Afr, Rare Bk, Orien, and Publ. The Publications Office brought up the potential conflict between scholarly and commercial standards. EXH and Am Rev pointed out that funding is the crucial factor--how would a press be funded? Rare Bk and MARC Dev wondered if this would be the most cost-effective means of improving advertising or distribution. GPO and the JCOP would not be favorable to the idea and available funds might better be used to develop the existing Publication and Information offices. CDS, it was pointed out, handles their own advertising and distribution and still has problems.

Other divisions suggested that a Library of Congress Press might resemble a university press. G&M hoped an LC Press might be more responsive to divisional needs in advertising and supply. DBPH and Slav D suggested that a press might reduce delays and increase visibility of LC publications. And Slav D favors its establishment as a part of an overall development of the Library's bibliographical role and publications.

GENERAL FINDINGS AND RECOMMENDATIONS OF THE SUBCOMMITTEE ON COLLECTIONS DEVELOPMENT, CUSTODY AND PRESERVATION

Robert D. Stevens, Chairman, Copyright Cataloging Division
Beverly Gray, African Section
Tao-Tai Hsai, Far Eastern Law Division
Lawrence Robinson, Preservation Microfilming Office
Renata Shaw, Prints and Photographs Division
Mike Shelley, Copyright Service Division

July 1976

IR004500

I. Acquisitions Department

A reorganization of the Processing Department to split off the three acquisitions divisions and make them a separate Department of Acquisitions should be examined.

Such a reorganization would have the advantage of reducing the present unwieldy size and scope of the Processing Department.

A new Acquisitions Department might also include the receiving and routing functions of the Serial Record Division, the Receiving Unit of the Shared Cataloging Division, and the staff and functions relating to collections development presently assigned to the Assistant Director for Library Resources.

The Selection Officer's staff and functions should also be assigned to the Acquisitions Department.

II. Acquisitions Committee

The Acquisitions Committee should meet more frequently and should conduct a continuing review and updating of acquisitions policies and of procedures that have an impact on divisions other than the acquisitions divisions of the Processing Department.

There is an urgent need to review existing acquisitions policies, to bring these policies up to date, and to put them into the hands of the recommending officers.

The group charged with the review of acquisitions policy statements should be asked to address itself to the question of the relative priority to be given to U.S. vs foreign publications.

The need exists to define publication areas which LC will not or should not cover except selectively (for example, municipal and county items). A program should then be undertaken to assign to specified libraries, the responsibility for the acquisition and cataloging of these types of materials and their full bibliographic reporting to a national data base. Where Federal libraries are involved in such arrangements, responsibility should be based on statute.

III. Acquisitions Policy Considerations

As a national program with implications for libraries other than LC, NPAC should be retained as a separate line item in the budget.

The appropriations for NPAC should be increased to permit coverage of other countries.

Top level assistance should be given to the marshalling of Congressional support to extend NPAC geographical coverage for both acquisitions and cataloging purposes to areas not now within its scope, for example, West Africa.

The level of commitment for the purchase of non-current, as opposed to current materials, merits more and better analyses than we have been able to provide in the past.

There does not appear to be a system of priorities for o.p. recommendations deferred for lack of funds and carried over into a subsequent fiscal year as a backlog.

Appropriate exploitation of the copyright deposit law could be aided by expanded copyright compliance and a closer liaison between the Copyright Office and other Departments of the Library.

It should be the policy of the Library to purchase microforms in lieu of hard copy of retrospective works except in those cases where the value of the book as artifact is an over-riding factor.

In view of considerations of preservation, space, security and cost, purchase of microform in lieu of hard copy should be encouraged in all appropriate cases.

Acquisitions of serials in microform in lieu of binding should be encouraged and steps taken to facilitate transfer of binding savings from the binding budget to acquisitions budget.

The Library should make every effort to have the present tax laws amended so as to encourage the donation of manuscripts and other self-created works to libraries and educational institutions.

In no case should present or temporary inability to bring a collection under processing controls be the governing factor in rejecting a collection or individual titles for acquisition.

IV. Recommending Officers

At present there are too many recommending officers. Many of the recommending officers are inactive, in some cases because Division Chiefs regard recommending as apart from normal workload and a detriment to the main work of the Division. A library-wide inventory of recommending competencies is needed. Also needed is a mandate from the Librarian stating that recommending duties are priority duties for those who have been designated as recommending officers. Every new recommending officer should be briefed in his duties and there should be periodic information briefings for all recommending officers.

The establishment of a unit responsible for such tasks as acquisitions searching, collection weeding and inventorying, which are presently done poorly or not at all is recommended.

Coordination between the three acquisitions divisions and the Library's reference specialists in all departments needs continuing oversight with special emphasis upon recognition and enforcement of functional and procedural requirements in order to avoid duplication and wasted effort.

Improved communications between acquisitions divisions and the recommending officers are essential.

Acquisitions trips by recommending officers should be encouraged and funded.

Recommending officer participation in the meetings of scholarly and professional organizations should be encouraged and funded.

Unresolved disputes between recommending officers and the Selection Officer should be referred to the Acquisitions Committee for resolution.

V. Exchange and Gift Programs

The staff of the Exchange & Gift Division, particularly in the exchange sections, should be increased substantially. The present two or three year cycle of review of exchanges should be made more frequent and staff with language or area competencies not now available in the Division should be added.

The Exchange & Gift Division should initiate procedures to systematize and ensure the participation of appropriate recommending officers in the review of exchange agreements.

The existence of the program for donation of surplus duplicates should be made more widely known to eligible institutions and libraries. Publicity should be disseminated through Congressional offices.

Consideration should be given to adding staff to the donation program so that efforts can be made to use surplus books to improve library holdings in the new nations of Africa and Asia.

Distribution of depository sets of quarterly and annual issues of the NUC should be reviewed and an effort made either by adding to the number or reallocating available copies to provide better coverage among the new nations of Africa.

At least one additional person should be assigned to the Geography & Map Division's acquisitions staff to expand the program for selecting gift maps, for work on Copyright compliance problems, and related acquisitions functions.

VI. Availability of Resources

Consideration should be given to orientation seminars for LC staff as a means of publicizing CRS resources.

The information resources of CRS should be made accessible to the rest of the Library. Formal channels should be established for this purpose and the availability of CRS resources should be publicized throughout the Library on an up-to-date basis. Microforms, data bases, and materials in more standard formats should be so publicized.

There are enormous arrearages in the bibliographic control and provision of finding aids for non-book materials in the custody of specialized divisions and the Microform Reading Room. There is an urgent need for an inventory of these arrearages, for a priority listing of materials to be brought under control, and for estimates of manpower needed to bring these arrearages under control.

Consideration should be given to establishing summer intern programs similar to the highly successful Geography & Map Division summer program as a means of working off processing or custodial arrearages of some of the special format divisions.

VII. Custody

The Library should continue its general policy of making its holdings available in and through a single classified collection except in those cases where the nature or form of the material makes a separate collection unavoidable or undesirable.

Classified collections should be shelved to the extent possible in proximity to the reference units which make most use of them.

Reference staff should have access to the classified collections and be permitted to bring books to library patrons who need to use books in conjunction with the use of special materials.

Reference units should not, however, (with the possible exception of Orientalia) have responsibility for reshelving books or for custody of the classified collections nor should reference units have a general responsibility for delivering books to readers.

The Library presently lacks adequate provision for custody and service of multi-media materials, the use of which may require special sound and visual projection equipment. There is need for a service/custodial unit for multi-media materials. Such a unit might logically be attached to the present Microform Reading Room.

Unless subject to agreements with donors, personal and professional papers located elsewhere in the Library should be transferred to the Manuscript Division and brought under normal bibliographic control. Similarly, special format materials in the custody of other Divisions should be transferred to the custody of the appropriate custodial divisions.

Some materials formerly classed in J-JX but now classed in K have not been recognized by the Law Library as within the scope of its acquisitions responsibility. LC proper does not have provision for acquisition or custody of this group of K materials.

VIII. Collection Maintenance

Cleaning and maintenance of the general collections is in arrears. While much of the problem can be attributed to the manpower used for the constant shifting required by present overcrowded conditions, the division of responsibility between preservation staff and stack and reader staff impedes best use of available manpower.

The frequent absence of spine titles and volume numbers on volumes of serials is a problem for deck attendants and other staff who have access to the stacks. The lack of uniformity in lettering and of binding colors contributes to this problem.

There is no plan for the preservation and storage of Copyright deposits not selected by LC. There is a question as to the legal authority for retaining this material indefinitely. The Preservation Officer has suggested a third copyright copy to be retained as a set to be stored under optimum conditions as part of a National Preservation Program. The entire question of Copyright deposits including consideration of a program for conversion of a large portion of future receipts on a current basis to microform as well as the possible need for legislation requires study.

A study should be made of the ownership markings used on LC materials including a study of problem of marking materials such as slides, microforms, etc., and of the desirability of eliminating some data of limited use such as order numbers, acquisition date, etc. The study should be conducted by persons representing a range of including security, custody, order and reference personnel.

While security problems are beyond the scope of this subcommittee's assignment, there is an apparent need for re-examination of security procedures and practices.

There is a serious arrearage in the oiling of leather bindings throughout the Library, especially in the Rare Book Division.

IX. Preservation

There is as yet no national preservation plan, although the need for such a plan has been clearly demonstrated.

An accurate, up-to-date estimate of the number of items in the collection in need of restoration or other form of preservation is needed.

At present more than 60% of the manpower available for preservation and restoration is devoted to the restoration and preservation of exhibit materials. Exhibit demands are unusually high during this Bicentennial year. During normal years 40% of available manpower is devoted to exhibit preparation. Under these circumstances, a planned and orderly program for the preservation and restoration of LC's collections is impossible.

Responsibility for preparing exhibits should be placed in the Exhibits Office and adequate staff located there.

Allocation of manpower to various preservation activities should be reexamined, especially the balance between research/training and production. At present too little of the available manpower is devoted to routine preservation activities as contrasted with the effort devoted to more prestigious items.

A portion of the preservation staff should be allocated to the custodial divisions for onsite work on projects determined by the custodial divisions. Such allocation of staff should be within the framework of a long-range plan and should be made on an annual basis by the Departments to whom the custodial divisions report.

An additional permanent staff of lower level technicians not in training as conservators is needed to carry out such routine tasks as mylar-encapsulation, dry mounting and the like.

Certain rare or unique items in the custody of the Rare Book Division are stored in acidic envelopes or folders and are undergoing progressive deterioration. Priority should be given to preservation measures to save these materials which include the documents of the first fourteen Congresses and early American broadsides.

Other groups of material in the Rare Book Division also require priority preservation or restoration measures. These groups include the Thacher Collection, the Dime Novel Collection and the Copyright ledgers from 1790-1870.

OPTIONAL FORM NO. 10
JULY 1973 EDITION
GSA FPMR (41 CFR) 101-11.6

UNITED STATES GOVERNMENT

Memorandum

TO : John Cole, Chairman
Librarian's Task Force

DATE: 23Sep76

FROM : Robert D. Stevens, Chief
Copyright Cataloging Division

SUBJECT: Issue Brief -- Americana vs. Foreign

The question of the relative priority to be given Americana versus foreign publications and services is central to so many of LC's programs and activities that it merits separate consideration. In some of its activities LC is like Herbert Hoover who could see a starving Chinese halfway around the world but couldn't see a starving American across the street. In other areas, LC is parochial. An affirmation of the special responsibility LC as national library of the United States has for preserving, organizing, and interpreting the American record would serve as the touchstone against which to judge difficult policy choices. An affirmation of primary responsibility for the American record would also provide a basic guideline for promoting new or reviving former undertakings.

As the Task Force reaches its conclusions and recommendations we will inevitably come up against the hard questions of relative priorities, new directions the Library should take, and activities that should possibly be pared down or eliminated. Unless we can agree on an underlying rationale for our judgments we will continue in the present LC pattern of trying to be all things to all men and not doing as well as we should in many of our activities.

Here are some problem areas and questions, a stated policy of primary responsibility for the American record might help to solve:

1. Present microfilm preservation funds are annually alloted to the various reference divisions which then select the material to be filmed during the year. Some of the material filmed is Americana but much of it consists of Russian or Arabic or Asian language serials. Should LC continue to film foreign materials when there are large arrearages of deteriorating Americana?

2. Exchange & Gift Division presently devotes a large share of its personnel resources to soliciting exchange and gift materials from foreign sources. A large portion of what is received is duplicated by NPAC receipts. Should there be a shift in priority so that more effort is devoted to the acquisition of Americana?

3. Rare Book Division is concerned with cultivating potential donors. A number of such potential donors have no particular interest in Americana. Should we pursue these collectors of rare foreign books or concentrate our efforts on collectors of Americana?

4. LC provides specialized reader and reference service for Russia and Eastern Europe but has no parallel service division for Americana.

5. LC once issued the U.S. Quarterly Book Review as a scholarly record of the best current American books. Where should LC's efforts and priorities lie, in the revival of the Book Review or in the review of current Latin American writings?

1. The major responsibility for recommending and for review of dealer catalogs and national bibliographies should be removed from the operating reference divisions. Reference personnel should, however, provide supplementary recommendations.

2. A group of "bibliographers" should be established with the functions of reviewing blanket orders, NPAC receipts and deficiencies, national bibliographies, dealers catalogs, etc. A major function would be the systematic monitoring of current receipts and possibly the review of dealer performance currently performed by Order Division. The "bibliographers" should also have responsibility for collection surveys and for weeding. The "bibliographers" should work closely with subject specialists in the reference divisions and turn to them frequently for advice and assistance.

3. Positions for the "bibliographers" should be secured by a reassignment of existing personnel. Slavic, Orientalia, Law Library, General Reference, Manuscript, Music, Science, etc. should each release at least one position to be assigned to "bibliographer" duties.

4. "Bibliographers" should be rotated periodically (every 2 years?) into reference positions and replaced by their counterparts.

5. The new "Collections Development Office" should be combined with the Selection Office and with positions and functions presently under the Assistant Director for Library Resources. The entire new unit should report either to the Director of Acquisitions or to the Deputy Librarian as a staff arm charged with collections development and organization.

6. The "Collections Development Office: should include several high level staff members who devote full time to solicitation of gifts and donations. These gift officers should work in close cooperation with staff members in Manuscripts, Music, Prints & Photographs, and Rare Book Divisions, all of which have had active programs of gift solicitation of their own as well as with the Exchange & Gift Division.

7. The status of the Acquisitions Committee should be elevated by placing it again under the Chairmanship of the Deputy Librarian.

At your request the Subcommittee met again on July 30 to rearrange the recommendations in its six progress reports into a more logical order. The requested rearrangement is appended herewith.

cc: Gray, Hsia, Robinson, Shaw, Shelley

Report to the Task Force

by the

Subcommittee on the Cutural Role of the Library

Dottie Pollet, Coordinator, General Reference and Bibliography Division
Susan Aramayo, Office of the Assistant Librarian for Public Education
Lewis Flacks, Office of the Register of Copyrights
Marvin Kranz, General Reference and Bibliography Division
Maria Laqueur, National Union Catalog Publication Project
Jerry Maddox, Prints and Photographs Division
Rubens Medina, Hispanic Law Division
Fred Mohr, Publications Office
Gerry Parsons, Music Division
Donna Scheeder, Congressional Reference Division
Carolyn Sung, Manuscript Division
Sandra Tinkham, Exhibits Office
Jean Tucker, Information Office
Michael Walsh, Descriptive Cataloging Division

Presented July 15, 1976

IR004500

CONTENTS

Summary of Recommendations.......................................i

Introduction...1

I. Report of the Subject Team on Exhibits........................4

II. Report of the Subject Team on Media Programs.................19

III. Report of the Subject Team on Academic Programs.............29

IV. Report of the Subject Team on Public Relations...............43

V. Report of the Subject Team on Live Presentations..............51

Index..66

SUMMARY OF RECOMMENDATIONS

The cultural role of the Library is a boundless topic. Recognizing the challenge, the Subcommittee on the Cultural Role has done its best to shed some light on that topic within the constraints of available time. We have approached the task, first, by pooling our ideas on the nature of the Library's cultural role, and second, by conducting studies and writing reports on five major areas of cultural activity: academic programs, media programs, live presentations, public relations, and exhibits. Subcommittee members divided into interest groups to examine each of these areas, and their subsequent reports constitute the body of our study. The reports must be reproduced in full because they document the all-important thought and research behind the recommendations which we now present to the Task Force. Though they arise from five separate areas of study, these recommendations overlap, harmonize, and are mutually supportive--much in the manner of the groups that made them. Our suggestions may be conveniently grouped under nine major objectives for the cultural role of the Library.

I. Coordinate LC cultural programs and activities.

1. Carefully plan and closely coordinate all of the Library's cultural programs through a permanent Library-wide cultural coordinating committee. This planning and advisory body would be administered by the Assistant Librarian (Public Education) and would be composed of official representatives from the departments, divisions, and offices immediately involved with cultural activities. Its planning activities should coordinate such events as Library exhibits, literary, scholarly and musical programs, and related publications, publicity, and media programs. (p. 8-10, 20-21)

2. Assign the Assistant Librarian (Public Education) a large staff with broad responsibility for coordinating all of the Library's cultural programs. This office should be responsible for both policy and operational functions, from final decisions on the appropriateness and desirability of planned cultural activities to coordination of the manifold activities involved in actual production of the event. (p. 59)

3. Give high priority to scheduling Library events that involve and integrate a number of the Library's cultural resources. The simultaneous opening of an exhibit, issuing of a series of publications and presentation of live programs that all deal with a similar theme will focus greater public and media attention on both the events and the Library. (p. 56)

4. As a regular accompaniment to main exhibits, feature other cultural activities such as lectures, symposia and live presentations. Main exhibits should also have press previews and official openings. (p. 13)

5. Plan major Library-wide exhibit themes. Through the planning of the cultural coordinating committee, involve all parts of the Library in

exhibits. Mount one or two main exhibits a year that involve all of the Library's collections, and plan divisional exhibits complementary to the main exhibits that would feature Library material on a specific aspect of the main exhibit theme. (p. 14)

6. Coordinate the selection of materials for exhibits with the overall preservation program of the Library, and "budget" a specified number of manhours in the Preservation Office each year for exhibits. (p. 9)

7. Establish a visual and audio media coordinating staff with adequate funding under the Assistant Librarian (Public Education). This staff would consult with the Library administration and the cultural coordinating committee to determine what media programs should be produced and would then submit recommendations concerning medium and production method to the Assistant Librarian (Public Education) for final approval. The staff would be responsible for establishing production schedules, recommending priorities, making scripting and other production arrangements, and coordinating staff participation in cooperative media efforts. (p. 26)

8. Define the functions of the media-related offices under the coordinated program of cultural activities. For example, the Assistant Librarian (Public Education) should delineate the division of responsibilities between the Publications Office (Library of Congress Press) and the Information and Media Services Office. (p. 21)

9. Appoint full-time cultural officers in appropriate departments to plan and execute cultural activities and serve as a liaison between departmental specialists and the cultural coordinating committee, media-related offices, and the Assistant Librarian (Public Education). (p. 21)

II. Evaluate the Library's cultural programs.

10. Under the direction of the Assistant Librarian (Public Education) undertake a survey of appropriate staff members, outside scholars, librarians, and other users to determine the needs of the publics the Library serves and the desirable balance for LC publications and information programs. On the basis of the results establish publishing guidelines which will ensure that the Library's publications and informational materials accurately reflect all of its collections and services and supply needed information to all of its publics. (p. 20)

11. Establish a user's panel of librarians, scholars, and representatives of other publics that will review the LC publications and information programs on an annual basis, outlining deficiencies and recommending areas for improvement or expansion. (p. 22)

12. Review the scope, purpose, content and format of the Library of Congress Information Bulletin. Conduct a reader survey to determine whether the publication as currently produced satisfies the needs of both the staff and the library world. Consider the option of providing a weekly staff newsletter in a different format and a biweekly or monthly

publication containing information suitable for the library world. (p. 23)

13. Select a panel of editors of scholarly and library journals to review all aspects of the Quarterly Journal and make recommendations on ways of improving content, increasing circulation and perhaps printing and distributing the QJ outside GPO channels. The editor, in consultation with the Library administration, should prepare a statement of purpose for the QJ, and articles submitted for publication should be screened for appropriateness on the basis of the established criteria. Subject specialists within the Library should be named to an editorial review board which would, at the request of the editor, evaluate the content or accuracy of certain articles submitted for publication. (p. 23-24)

14. Review the various divisional and departmental newsletters to determine whether they should be continued in their present form. It may be desirable to use a single information bulletin for outside dissemination of specific news about the Library's departments and divisions as well as news about the Library as a whole. (p. 23)

15. Establish a user's panel (parallel to that established for printed media review) to review LC's visual and audio programs on an annual basis. (p. 28)

16. Regularly evaluate the impact of LC exhibits by keeping clippings of press coverage, sampling of audience reaction, and assessment of resulting related scholarly publications. The findings of these evaluations should be considered in planning the Library's comprehensive information and training programs on exhibits. (p. 14)

17. Make policy decisions about traditional LC exhibit practices such as celebrating births rather than commemorating deaths, and not featuring the works of living artists in one-person shows. The cultural coordinating committee should decide what the policy shall be in these and other cases and then see that it is consistently administered. (p. 14)

18. Evaluate all aspects of our two regularly scheduled juried exhibitions to see how they can make a greater contribution to the cultural role of the Library. The central coordinating committee should be responsible for this evaluation. (p. 10-11)

III. Take steps to improve current cultural programs.

19. Establish a Library of Congress Press to be organized along the lines of a scholarly or university press but with the additional capability of dealing with the Government Printing Office when necessary. The present Publications Office could be renamed immediately and its responsibilities gradually adjusted to correspond more closely to those of a scholarly publishing house. (p. 21)

20. Expand efforts to obtain additional private funding for LC publications. The revolving fund concept should be more widely applied in financing appropriate publications and individual gifts should be solicited for production of specific books or series of books. On the basis of an

evaluation of each LC publication (see p. 21 for the factors to be considered) a decision should be made either to send the manuscript to GPO or use gift funds to have a higher quality book produced commercially.

21. Introduce a new system for consideration of proposed publications: any staff member intending to prepare a manuscript for publication by the Library should submit a formal publication proposal and justification through channels to the Assistant Librarian (Public Education) before work on the publication is begun. The Assistant Librarian (Public Education) will review the proposal and, if desirable, discuss it with the cultural coordinating committee or with specialists in a given field. (p. 22-23)

22. Revise the policy which dictates that the Library cannot offer for sale non-Library publications. Investigate the possibility of selling publications, recordings, etc. not produced by the Library in the Library's sales shop. Works by poets who are reading at the Library, recordings of performances of musical groups playing there, and books about artists whose works are in an exhibit could be featured at the time of the performance or exhibit. The shop could also sell scholarly publications difficult to obtain elsewhere. All selections should be made by LC recommending officers. (p. 45, 56)

23. Develop a computer storage and retrieval system for the information now compiled on an annual basis in the appendices to the Annual Report. The stored information could be updated by the originating offices through monthly inputs. Use this system to provide up-to-date statistical data to management and public information personnel through on-line CRT access or monthly printouts. An annual printout covering the fiscal year could be converted to standard appendix format and printed in the Annual Report as the permanent historical record. (p. 23)

24. Develop a specialized approach for public relations that pertain to the Library's live performance programs. The varying nature of each program demands that public relations, including both publicity and relations with the press, should also vary according to each program's needs. (p. 62)

25. Extend the Library's series of live presentations to other forms of literature. This is consonant with the Library's image as a champion of the printed word. Book and author forums and critics' roundtables are possibilities for presentations which would stimulate interest in literature and serve to enlighten the public on the creative process that produces it. (p. 64-65)

26. Encourage the administrators of the present music series to make innovations in the programming of these concert series within the boundaries set by the endowment funds. Also expand programming to reflect not only our European musical heritage but also the American artistic development. To this end institute a jazz concert series and an American popular music series. (p. 63-64)

27. Expand the series of poetry readings to include some more informal presentations featuring the works of less famous poets. (p. 64)

28. Solicit gifts to increase the Recorded Sound Section's revolving fund to a size that would allow greater flexibility in the production and

marketing of sound recordings. (p. 25)

29. Have all Library of Congress exhibits--main, divisional, orientation, traveling, loan--designed by qualified designers in the Exhibits Office. Production of exhibits with non-original material (such as orientation and traveling exhibits) should be contracted out. (p. 15)

30. Include in LC exhibits, when appropriate, an audio dimension and/or a kinetic dimension such as film, slides, or a moving display. These dimensions might be integrated into the exhibit itself; they might also be featured in an accompanying series of live performances or during an exhibit's official opening. (p. 14)

31. Establish and consistently administer a firm set of policies and guidelines on the borrowing and lending of LC materials for exhibit purposes. Make these policies and guidelines known to all appropriate staff members, outside institutions, and Members of Congress. Responsibility for drafting the policy and guidelines should rest with the central coordinating committee. (See p. 12-13 for questions which should be incorporated into the guidelines for processing loan requests.)

32. Create a specific budget line item for exhibits and introduce accounting of equipment costs for major exhibits. (p. 9)

IV. Make full use of LC's human, intellectual and physical resources.

33. Encourage the preparation of publications and informational materials on underutilized and underpublicized areas of the Library's collections. Give staff experts time and encouragement to perform research and prepare manuscripts in their fields of specialization. Honoraria should be arranged for outside scholars who might be asked to prepare publications in fields where staff participation is impractical. (p. 22)

34. Actively further the professional development of Library staff members by: 1) providing funds for attendance at professional and academic meetings, 2) encouraging the reviewing of books for scholarly journals and the more general library book review media, and 3) encouraging staff research in the collections by offering work time, sabbaticals, and publication guarantees. (p. 38)

35. Develop the abilities of Library staff members by giving them time to follow their scholarly pursuits and encouraging them to present the fruits of their work at LC public programs. Let them make contributions to these programs as speakers, panelists, and authors of scholarly program notes. (p. 54-55)

36. Give staff experts time and encouragement to assist the media coordinating staff with research and script preparation in their fields of specialization. Encourage all LC staff members to submit proposals for visual and audio media productions to the cultural coordinating committee for consideration. (p. 26)

37. Make better use of unrecognized special interests and expertise throughout the Library by compiling a directory of specialists, indexing

it by subject, updating it on a regular basis, and making it available to research and reference personnel. This directory should also be utilized for the preparation of exhibits and related publications. Public access to this information should be limited. The directory might eventually be expanded into a national--and perhaps international--information bank directory of reference specialists. (p. 9, 40-41)

38. Encourage holders of chairs and consultantships, participants in LC academic programs, recipients of LC research fellowships, and other beneficiaries of the Library's expanded cultural programs to offer the results of their LC-related research to the Library of Congress Press for publication. (p. 22)

39. Request that scholars who have received extensive guidance, extended use of special facilities, or other amenities from the Library make a contribution toward opening up a particular LC collection for others through a public lecture, radio or TV broadcast, or some equivalent. (p. 33)

40. Approach foundations as sources for scholarships and fellowships to enable qualified graduate students to attend LC academic programs. In return for the services and instruction they receive, these advanced studnets should agree to offer a bibliographic contribution, lecture, workshop or other approved contribution based on their association with LC resources. (p. 36)

41. Make the distinction of Honorary Consultant to the Library of Congress stand for something by ensuring that these outside experts are actually consulted and used during their tenure. The relation between the Library and its consultants should be one of mutual benefit. Honorary consultants should be obligated to make some visible contribution to the Library's programs. Utilize knowledgable former staff members as honorary consultants, too. These persons would be "on call" for difficult or specialized problems, and would perform other useful services for the Library. (p. 38-40, 53-54)

42. Provide opportunities for special visitors to the Library and staff members with similar interests to meet. Make available funds for receptions and luncheons to further this objective. (p. 47)

43. Establish a speakers bureau to furnish the names of LC staff experts who would make good speakers for outside groups. It could be particularly valuable for groups seeking speakers on book-related topics such as preservation, printing, copyright, and rare books. (p. 63)

44. Explore ways to use other Library space (besides the Coolidge Auditorium and the Whittall Pavilion) for live presentations. Areas both indoors and outdoors should be considered. For presentations where intimacy is desirable, congenial spaces such as the restored second floor pavilions should be utilized. (p. 61)

V. Make the Library and its resources available and accessible to LC's many publics.

45. Produce a comprehensive publication, in several languages, about the Library of Congress. This publication should include a short history of the Library, a guide to the art and architecture of the buildings, a guide to the collections, a section on services, and descriptive chapters on the reading rooms and special collections. The publication should be provided in a format that will permit distribution as a whole or in sections constituting separate publications. (p. 44)

46. Expand the publication Special Facilities for Research in the Library of Congress to include a guide to the collections similar to the New York Public Library's guide to its research collections. (p. 48)

47. Provide better physical facilities for scholars by: 1) Effecting necessary improvements in the care, servicing, and control of the collections. This includes making the stacks orderly and the books housed there available; locating or replacing missing books (this presupposes some inventorying of the collections); editing and updating catalogs; and creation of finding aids where none exists. 2) Allocating additional space. The south corridor on the first floor of the Library of Congress Building is a convenient space for study facilities. Book delivery and return services should be provided, as well as comfortable furnishings. The present CRS administrative office area should be converted into a scholarly commons room. (p. 33)

48. Establish a research advisory service to provide a more effective introductory contact between researchers and the Library's specialists and collections. This service should be staffed by at least 2 high level librarian/specialists, 3 or 4 receptionists, and secretarial support personnel. Its function would be to interview readers, advise them on library services, facilities, and specialists, and issue research passes to the appropriate reading room(s). It would also keep a registry of researchers and assign special study facilities. In addition, the specialists in this office could prepare written aids to the use of the collections, represent the Library's research facilities at professional meetings, and further productive contacts among researchers. (p. 31-32)

49. Send representatives from the research advisory service to major academic conventions in order to provide special information and referral services at the convention site. Plan effective meetings for the convention participants and representatives of the Library; for example, special lectures or panels on sources available at the Library of Congress. (p. 32, 47)

50. Allocate additional funds for informational exhibits and staff attendance at scholarly and professional meetings. In each case design exhibits and handouts with the intended audience in mind. (See p. 47 for examples of professional meetings where the Library should be represented.)

51. Establish an orientation center for tourists and special visitors to the Library on the ground floor close to the west entrance of the Library of Congress Building. The center should include a public information desk, guidebooks and informational brochures about the Library, and a general exhibit on the Library, including a short film. There should be

space for tours to congregate, with chairs for those who are waiting. The center might also include a section of shelving to demonstrate various materials in the Library and the manner in which they are stored. (p. 44-45)

52. Designate the ground floor west entrance of the Library of Congress Building as the main entrance for visitors, and the first floor west entrance as the main entry for scholars and readers. (Advantages offered by this arrangement are stated on page 16.)

53. Create permanent exhibits on the history of the Library and its buildings and the organization and various functions of the Library. These would serve as orientation exhibits and be reproduced in multiple sets to circulate to other libraries, professional meetings, and other appropriate locations. They would be permanently installed near the ground floor west entrance of the Library of Congress Building and be considered part of an orientation center for visitors. Also create a parallel series of orientation films which address various aduiences and which would also be made available to other institutions. (p. 17)

54. Establish interpretative chairs for various appropriate disciplines. The holders of these chairs would perform advanced reference service, aid researchers, serve as senior faculty in our university and short course programs, and be the vehicle for public dissemination (through lectures, bibliographies, articles, and monographs) of information about our collections. (p. 39)

55. Expand the LC-GW Program to include graduate students from other universities, thus providing a broader opportunity for both the Library and the country's students to benefit from the exchange. These students might study under the guidance of an LC Division of Americana and be of assistance in a major retrospective Americana bibliography project. (p. 35)

56. Create a Scholars and University Liaison Office (Office of Academic Programs) to plan and monitor academic programs and administrate cooperative programs with universities and scholars. (p. 34)

57. Set up a program of short subject-oriented courses, lectures, seminars, or workshops for qualified students and LC employees who wish to study in areas where LC has unique collections and/or a specialized staff. This program might be offered directly by LC (under the Scholars and University Liaison Office) or jointly with interested centers of higher learning. (pp. 36-37)

58. Establish an Institute of Advanced Bibliographic Research which would offer scholars the opportunity to become fully acquainted with the Library's resources, services and staff expertise. (p. 35-36)

59. Invite foreign visitors to share in Library short courses and institutes so that the world's information networks might be strengthened. (p. 37)

60. Extend the Library's evening programming schedule of live events to the summer months when more visitors could take advantage of these programs. (p. 61)

61. Ensure that both new and old commissioned musical works are

performed for the public. (p. 64)

62. Initiate a docent program staffed by volunteers who would supplement the tour guide staff by concentrating on tours of exhibits. A study should be done to identify the most appropriate group to form the core of the docent program. (p. 13)

63. Tailor tours of the Library to special audiences. (See pages 46-47 for specific ideas on tours for various groups: the general public, groups of students, blind persons, foreign visitors, persons who don't want guided tours, and persons with special subject subject interests.)

64. Create a sophisticated system of signs and related visual communications which will meet both the needs of the Library's several audiences and the aesthetic standards imposed by the Library's architecture. Such a system (described on page 17) will require the assistance and guidance of outside experts. Incorporate several languages and/or international symbols into this system where necessary. (p. 17, 48)

65. Set up small information desks at the entrance to the Great Hall, in the Thomas Jefferson Building, and in the Madison Building. (p. 45)

66. In all reading rooms, particularly the Main Reading Room, place reference librarians in the most obvious possible locations so that readers can easily find them. (p. 48)

67. Give the Special Police a special orientation course on the Library buildings and organization so that they can accurately answer frequently asked questions from visitors. (p. 46)

VI. Disseminate LC cultural activity and expertise to a broad audience.

68. Develop a continuing series of films, videotapes, and sound recordings based on live presentations at the Library and other integrated LC programs. Offer these to public television and radio, college radio stations, appropriate FM stations, and other suitable outlets. (p. 27, 55)

69. Make videotapes of the proceedings of symposia, lectures, short courses and other events, thus making it possible to reach a wider audience through delayed transmission. (p. 41)

70. Make an effort to market LC media programs on subjects not necessarily associated with the Library by the general public. A beginning could be made with radio programs of folk and popular music, CRS briefings on social issues, copyright, LC services to the handicapped, the photographic collections, and the Library's publications. (p. 27)

71. Pending establishment of overall guidelines for balancing the Library's publications program, make initial efforts to expand production of bibliographic guides in neglected areas, facsimilies of rare materials significant in form as well as content, exhibit catalogs, portfolios of outstanding photographs in LC's collections, a guide to the Library's collections and services, a guide to the art and architecture of the Library of Congress Building, guides to the collections and services of individual divisions, and translations of the above guides into the major foreign languages. (p. 22)

72. Introduce a more liberal advertising policy to promote Library of Congress publications, records, and programs. (p. 56)

73. Promote the sale of LC publications at other government bookstores, commercial outlets, university bookstores, and other appropriate locations. Advertise gift fund publications more broadly. (p. 22)

74. Establish a Library of Congress sales shop in close proximity to the visitor orientation center. This shop would be independent of the information desk and its staff should be knowledgeable about what the Library has published, what is available, and what is being planned for publication. Library of Congress publications, recordings, facsimilies, reprints, photographic prints and portfolios, greeting cards and other reproductions of Library material significant in form as well as content would be available for purchase. Other scholarly and library publications might be available there as well. (p. 21, 45)

75. Hold frequent symposia (similar to that on the American Revolution) on a variety of themes consonant with the Library's cultural role. Themes based on and developed out of the Library's own resources are desirable; others could deal with fundamental library problems, giving particular emphasis to the theoretical and philosophical questions that need answering. Also offer workshops devoted to the use of audio, pictorial, graphic or folk records for research. The papers and proceedings of all symposia should be published by the Library of Congress Press. (p. 37)

76. Address "permanent script" exhibits to certain topics having to do with the history of America and of books. For such exhibits there would be permanent scripts with rotated original items illustrating various facets of the topic. (p. 14-15)

77. Establish some form of permanent record for every exhibit in the Library; publish a fully illustrated catalog for main exhibits and at least a checklist for divisional exhibits. Document exhibit installations with black and white photographs and/or color slides. (p. 13)

78. Encourage the efforts of employee organizations to provide enjoyable and informative programs for Library staff. (p. 55)

79. Consistently and uniformly give Library staff members time to attend professionally related programs presented at the Library during the work day. Flexible worktime schedules would help alleviate scheduling problems and might also provide time for the staff to enjoy videotapes of LC evening programs. These should be made available to the staff, particularly in cases where tickets to the event were difficult to obtain. (p. 55)

80. Make publicity for our public programs more evident in the Library. Mount posters or signs in strategic places on the day of performance to inform the visitor or interested reader. (p. 62)

81. Seek ways to reach persons who have not yet made contact with the Library's public programs. (p. 62)

83. Revise the ticket distribution system for Library live presentations to increase the number of distribution locations and make it easier for both staff and visitors to obtain tickets to programs. (p. 62-63)

84. Consider holding LC-sponsored or co-sponsored live presentations at locations outside the Library. Also, find alternate space for Library presentations for the season of the Coolidge Auditorium's renovation in order to avoid losing momentum and audience. (p. 61-62)

85. Conduct an objective feasibility study of the potential market for a popular Library of Congress magazine. (p. 24)

86. Form a Library of Congress members group. (See pages 48-49 for considerations involved.) The Assistant Librarian (Public Education) should explore this topic in detail before setting up such a program. (p. 48-49)

87. Initiate a recorded telephone message giving information on the Library's cultural programs. (p. 27)

VII. Preserve the Library's own cultural heritage.

88. Establish a Library of Congress Archives to insure that the unique and permanently valuable records of the Library are preserved and made accessible for scholarly use. (p. 41-42)

89. Create the position of Archivist of the Library of Congress. The LC Archivist should organize and care for the records of the Library and should have authority to review any suggestion for scheduling, disposition or destruction made by records managers. This official should survey all Library records, prepare a guide to their use, and take any steps that are necessary to insure their preservation. Questions about the history of various functions of the Library could also be answered by the Archivist. (p. 18, 42)

90. Create the position of Curator of the Buildings of the Library of Congress. The holder of this position would act as liaison with the Architect of the Capitol in preserving the architectural integrity of each building and would work directly with the Archivist of the Library in organizing and preserving records and documents relating to the buildings. The Curator would also be responsible for interpreting the art and architecture of the buildings, including preparation of scripts for audio walking tours and guides to architectural features. As a member of the cultural coordinating committee, the Curator would also evaluate proposals for exhibit installations. (p. 16)

91. Renovate original exhibit galleries in the Library of Congress Building and design for each of the buildings elegant exhibit cases that permit security and a controlled environment, flexible exhibit installations, and harmony (in scale, color and design) with the architecture of the building. (p. 15)

VIII. Begin new programs appropriate to LC's cultural role.

92. Create archive/reading rooms, staffed by specialists and accessible to the public, devoted to poetry, dance and theater. Although the special

character of each art form would require differences in their facilities and operation, they would all perform the 14 functions outlined on pages 57-58.

93. Create within the Research Department a Division of Performing Arts to coordinate the activities of the archive/reading rooms for the arts and related programs. (p. 58-59)

94. Extend consultant opportunities to performing and visual artists. Establish for dance, drama, and music positions that are similar in nature to the Consultantship in Poetry. (p. 54)

95. Set up outside artists advisory panels for music, dance, theater, poetry and the visual arts. These panels would develop plans to meet well-defined objectives, and would present their recommendations to the office of the Assistant Librarian (Public Education) for review and final approval. (The pros and cons of this recommendation are discussed on pages 59-60.)

96. Encourage research into the Library's collections for the purpose of discovering works that are seldom played and that have not been recorded by commercial companies. Promote the performance and recording of these works at the Library. (p. 64)

97. Extend the practice of commissioning musical works to other art forms and to research that would result in new ways of sharing the wealth of the collections with the American public. (p. 54)

98. Offer an academic program that would train scholars to administer research collections. It would include management courses, practical experience in the special collections, advanced librarianship, American studies sequences, and museum techniques. (p. 36)

99. Establish training courses for LC staff on visual awareness, preparation of exhibit scripts and the basics of exhibit installation. Once this training program is firmly established, LC should conduct workshops on exhibition techniques for outside librarians. The Library should also publish guides to library exhibition techniques and disseminate information on new techniques that would be of interest to libraries. (p. 11)

100. Create a Center for Training and Research in Technical Librarianship. This center would develop standards and techniques in information services, and it would offer advanced instruction in a working environment to librarians and others with special needs. Instruction would be in such important areas of contemporary interest as automation, preservation of fragile materials, and handling of special format collections. This center could also be a source for referral of difficult technical problems. (p. 37-38)

101. Offer short courses, symposia or institutes in specialized reference services, utilizing both the present corps of reference specialists and our proposed senior specialist/chairholders as instructional staff. (p.38)

102. If the Capitol does not plan to do an exhibit on how Congress operates, have an exhibit on this topic at the Library. (p. 18)

103. Explore the possibility of presenting record recitals. This type of program would make more widely available a valuable collection now used

mainly for personal research and enable the public to hear historic recordings together with commentary by an artist, his associates, critics, or other experts. (p. 64)

104. Inaugurate a film lecture series in which films or film clips would be accompanied by narration and discussion by film authorities. The Library should also seek to sponsor previews and premières of selected films. (p. 65)

105. Institute a series of Saturday and Sunday daytime presentations aimed at children and their parents. (p. 61)

106. Encourage more lunchtime programs and expand them to other types of presentations and to other potential audiences, for example, Congressional and Supreme Court staff. (p. 61)

107. Create an oral history bank of interviews held with distinguished visitors who represent the political and artistic life of the nation. (p.41, 57)

108. Hold a seminar at which the role of visual and audio media in the programs of libraries would be analyzed and specific recommendations developed concerning appropriate uses of these media at the national, state and local levels. The Assistant Librarian (Public Education) should coordinate the arrangements for this seminar; participants should include representatives from LC, ALA, national libraries, regional, state and city library systems, major research libraries, small local libraries, the film industry, and the broadcasting industry. The ideas rising out of such an exchange will assist the Library in defining the needs and available outlets for its visual and audio presentation. Goals and guidelines could then be established for planning and coordination of a visual and audio media program for the Library. On the basis of these objectives, undertake a carefully coordinated implementation effort directed by the Assistant Librarian(Public Education) in cooperation/with the cultural coordinating committee. (p. 24-26)

109. Establish, under the direction of the Assistant Librarian (Public Education), a unit within the Library to develop and carry out a Library of Congress videotape program. Production of videotapes for external distribution should be contracted until the Library's video capabilities can be expanded to an adequate level. (p. 26)

110. Undertake efforts to obtain private and/or appropriated funding for film and videotape productions. These efforts should be instituted immediately: adequate funding for quality programming should be available before any visual media project is undertaken. (p. 26)

111. Put all original film production on a contract basis initially. Should there appear to be decided advantages to establishing a film production unit within the Library, a comparative cost-benefit analysis should be undertaken to determine whether such a unit would be economically feasible. (p. 25)

112. Devote initial efforts to the following visual media productions: 1) Two 30-minute films on the Library, one on the history and buildings,

and the other on the functions of the Library. 2) Five- to fifteen-minute films on specific collections, functions or programs of the Library. 3) Thirty-second to one-minute films or videotapes on the Library's collections, services, functions and programs. (See pages 26-27 for specific examples of subjects and uses for these films.)

IX. Cooperate with other cultural institutions.

113. Cooperate with other institutions in the sponsorship of live events, especially those presentations that bring together the talent and resources of a number of institutions. (p. 61-62)

114. Cooperate in exhibit programs with other cultural institutions and organizations on the international, national and local levels. LC should show exhibits about its functions and services at meetings of international organizations. On the national level, it should form a permanent exhibits advisory group of representatives of local libraries and coordinate cultural programs with national organizations. Locally LC could provide leadership for a group of representatives of cultural institutions in the metropolitan area. Such a group could strive to coordinate exhibits and other cultural programs and publish a cooperative weekly calendar of cultural events. Cooperative exhibits and TV programs are additional possibilities. (p. 10)

115. When quantities of LC original materials are loaned to other institutions for exhibits, feature them as a loan exhibition with joint sponsorship by LC and the borrowing institution. This will enable the Library to have a voice in planning safe and suitable installations and to function as a co-sponsor. (p. 15)

116. Produce multiple sets of lightweight traveling exhibits of non-original material (either photocopy or facsimile) that can safely go to many local libraries. The Library should form an advisory committee of representatives from local libraries or work through an appropriate committee of ALA or SLA to plan and suggest topics of interest to local libraries and to promote a program of national funding for library exhibits. (p. 15)

117. Explore the possibilities of cooperative film, videotape and sound-recording ventures carried out with other cultural institutions in the Washington area. Potential markets for a series of cooperative radio and television programs should be explored and the reactions of other institutions regarding such proposed cooperation determined. (p. 27)

INTRODUCTION

For Americans 1976 marks the 200th anniversary of their nation's birth. As the country reflects on its heritage, values, and future, so the Library of Congress in its 176th year pauses to consider its own past achievements and contemplate the future course of its programs and policies. An integral part of this self-evaluation is an assessment of the Library's role in the cultural life of the nation. The important contributions of the Library in cultural activities have already gained it recognition from many national leaders including John F. Kennedy, who referred to it as "perhaps the world's greatest repository of culture." Over 100 years ago Librarian Ainsworth Rand Spofford noted that "Congress has deliberately founded by its legislation this great repository of a nation's literature and art."

But both Congress and its Librarians have recognized the need for the Library to be more than a storehouse, to do more than collect, maintain, and preserve the record of human culture. Through their actions over the years, they have demonstrated a clear understanding that the Library's cultural role encompasses duties beyond passive custodianship and preservation, and they have expanded the role accordingly. The vision of both Congress and the Librarians of Congress has culminated in Congressional actions which have purposefully directed the Library to go beyond its original cultural responsibilities. These actions took concrete form in 1925 when the Library of Congress Trust Fund Board was established. David Mearns in The Story up to Now commented on the significance of this Congressional action: "A new concept emerged because active participation in the nation's cultural life was both implied and intended." Further legislation passed in 1930 provided what Librarian Herbert Putnam described as "a remarkable assurance for the future in the evident disposition of Congress towards an acceptance of [the Library's] appropriate destiny as not merely a collection of material for purposes purely utilitarian, but an embodiment of influences for the promotion of culture." Recent Congressional encouragement of the Library's active cultural role produced legislation creating an American Folklife Center as a part of the Library. The law authorizes exhibitions and presentations as well as programs for research and training in American folklife.

This past development of the cultural role must now be linked to future planning in order to keep pace with the explosion of information, scholarship, and creative efforts currently taking place in the United States and elsewhere. Building on the firm foundation provided by Congress and carefully considering both the wealth of the Library's collections and its unique position as the nation's principal library, The Subcommittee on the Cultural Role envisions the Library as playing a vigorous role in the nation's cultural life, a role which encompasses four basic responsibilities:

1. Cultural Leader on the National and International Levels
2. Catalyst for Cultural Development
3. Educator through Cultural Activities
4. Custodian of Cultural Artifacts

Cultural Leader

As a major national library, the Library of Congress is by definition a cultural leader. Both Congress and the executive branch seek the Library's advice on legislative and administrative matters involving the arts. The library community looks to LC for leadership and in this capacity the Library of Congress should serve as a model. It should set a standard of excellence for other libraries and assist them in developing their own cultural role in their communities. In addition, as a cultural leader the Library has a responsibility to cooperate with other national and international institutions in cultural programs of many kinds.

Catalyst for Cultural Development

Because of its vast and unique resources and the prestige of its position, the Library is ideally suited to the role of catalyst for cultural development. A precedent for such a role was set by the establishment of the Elizabeth Sprague Coolidge Foundation within the Library of Congress. Mrs. Coolidge's gifts helped the Library to begin a tradition of commissioning new musical compositions in order to "give precedence to considerations of quality over those of quantity, to artistic rather than to economic values, and to opportunity rather than to expediency." Thus the Library can also generate cultural treasures through sponsoring and commissioning works which benefit both the country and the Library's collections.

As a cultural catalyst the Library can develop into a focal point and coordinating force for culture. It should foster activities that stimulate creativity and open new avenues of communication for the dissemination of culture and knowledge.

Educator through Cultural Activities

A major national library also has a responsibility to play a major educational role. Archibald MacLeish recognized the importance of this obligation: two weeks after he assumed the office of Librarian he stated, "We will either educate people of this republic to know and therefore to preserve their own culture or we will watch the people of this republic trade their democratic culture for the non-culture, the obscurantism, the superstition, the brutality and the tyranny." The Library can most effectively achieve its educational goals by ensuring that its resources are available, accessible and usable to all who might make intelligent use of them. Since direct use of Library of Congress resources is not always possible, the Library is also obligated to disseminate interpretations of its collections and other aspects of the nation's accumulated knowledge in a variety of forms.

Custodian of Cultural Artifacts

The Library's archival and depository functions have in effect ordained it a custodian of the products of intellectual and artistic activity. The other 3 facets of the cultural role of the Library depend on continued diligent observance of its custodial function. The needs of present and future users must be kept in balance by maintaining the Library's collections in an orderly fashion for the current generation and by expanding its collections and preserving them for the use of future generations. This includes a responsibility to accumulate cultural records in a variety of forms. For example, the Library should collect and preserve video and audio records of cultural activities that are meant to be experienced rather than described on a printed page. All available technologies should be utilized by the Library to record our nation's history.

The Library's ability and obligation to fulfill the four functions defined above lead to the following recommendations presented in five program areas: academic programs, live presentations, media programs, exhibits, and public relations. It is the application of the Library's vast human and cultural resources to these program areas which distinguishes its cultural programs from those of other institutions and which gives the Library a unique place among the cultural institutions of the world.

REPORT AND RECOMMENDATIONS OF THE SUBCOMMITTEE ON DOCUMENTS

TO

THE TASK FORCE ON GOALS, ORGANIZATION, AND PLANNING

LIBRARY OF CONGRESS

August 31, 1976

I 12004500

TASK FORCE SUBCOMMITTEE ON DOCUMENTS

MEMBERS

George Caldwell, GR&B Pub Ref
Nathan Einhorn, E&G
Agnes Ferruso, E&G
Beverly Gray, GR&B Afr, Chairperson
Richard Korman, Ser
Alma Mather, E&G
Floris McReynolds, CRS C
Eugene Nabors, LL AB
Robert Nay, LL AB
Robert Schaaf, GR&B UCIO
Maurvene Williams, CRS L
Donald Wisdom, Ser

GUEST SPEAKERS

Edward Blume, Chief, Subject Cataloging Division

Joseph Howard, Director, Processing Department

Milton McGee, Chief, Classification and Cataloging
Branch, Government Printing Office

CONTENTS

INTRODUCTION 1

I. Building Comprehensive Collections 5

II. Improving Service on Government Publications 12

III. Preservation 18

IV. Organization 20

V. Recommendations 24

APPENDICES

(1) Minority Report submitted by George H. Caldwell, August 30, 1976

(2) Working papers submitted to the Subcommittee

(3) Working paper submitted to the Task Force by Robert W. Schaaf, March 17, 1976

Introduction

Government publications are a distinct, important, and difficult class of materials, and the Subcommittee is convinced that the Library must begin to focus more attention on these resources. Many of the difficulties with documents, of course, stem from the complexity of the government agencies, their documentation systems, and methods of distribution. LC's collections of documents at all levels of government are enormous, and, in a sense, it can be said that the Library's problems in handling government publications are proportionate to the size of the collections. Government publications are a bewildering world, and there is much useful information in them that is not being fully exploited. While LC's overall collections are vast, the collections need to be further augmented and better organized and serviced to increase accessibility to the information they contain. Merely from the standpoint of size, it may be useful to give an indication of the magnitude of the problem with which we are concerned. For example, in 1975, 250 to 300 Congressional committees and subcommittees heard in excess of 15,000 witnesses and issued 600,000 printed pages of information, including hearings, committee reports, House and Senate documents, Executive reports, Executive documents, committee prints, and miscellaneous publications. Statistics on United Nations documents show that the UN's internal production approximates 900,000 pages yearly.

One of the recurring themes in the literature on government documents is the value of separate versus integrated collections. Integration of government publications into a classified collection has been LC's traditional practice. The Subcommittee does not envisage removing them from the general collections but it sees the need for change to make documents promptly and fully accessible. The fact is that many individuals who come to LC to use our outstanding collections often have great difficulty locating government publications. Responsibility and expertise on documents is diffuse, and people often do not know where to turn for assistance.

In recent years interest in government documents has increased in the library community. The American Library Association has had groups dealing with government publications for years, but since the founding of the Government Documents Round Table in 1972 the attention given to government publications has been heightened considerably. The Round Table now has approximately 1,100 members and is larger than a number of ALA divisions. Some LC personnel joined this group at the outset, and while they have made useful contributions through participation in meetings and workshops, LC staff have also learned a good deal from their contacts with individuals in other libraries. The Subcommittee believes that LC should play a real leadership role in the documents field. By strengthening its programs concerned with government publications the Library can contribute to increasing the availability, use, and control of this difficult class of materials. LC's role is crucial, and whatever we do will have a tremendous impact on the handling of documents elsewhere.

In serving its varied clientele, the Library of Congress bears wide and unique responsibilities for the publications of all levels of government. The Library presently collects government publications more extensively than any other research institution in the country. Developing comprehensive collections of government documents at all levels we believe to be a proper role for LC. Since no library in the country would agree on any one set of canons of selection, LC, as the national library serving Congress, Federal Government departments and agencies, scholars and the public, is the logical choice to collect government publications as fully as possible. The Subcommittee terms this building of a comprehensive, inclusive, and preeminent collection, the development of archival sets of documents. In giving thought to the best format in which to acquire these archival sets the Subcommittee recommends the collections eventually be in microform for all categories of documents. Emphasis should be placed on acquisition in microform because this will ensure comprehensive coverage, permanence of the collections, and also savings in manpower for processing and binding. Subcommittee members are aware that there will be problems as well as advantages inherent in the acquisition and management of microforms as there are both advantages and disadvantages with any publication format.

The Task Force Subcommittee is of the opinion that the Library needs to strengthen its programs relative to government documents and specifically recommends improvements in three areas:

- Building collections which are as complete and comprehensive as possible; that is, the building of archival sets
- Making government publications more readily available for research through improved service
- Developing a more aggressive program for preserving the collections through more timely binding and-or microfilming

Each of these major subjects is discussed in the following pages with the Subcommittee recommendations presented at the conclusion.

I. Building Comprehensive Collections

The Subcommittee has endorsed the concept of archival sets of government publications at all levels, collected ultimately in microform. Some of the specific points discussed below flow from this basic recommendation for archival sets. In recommending the retention of archival sets, the Subcommittee proposes that second copies of documents should be selected and cataloged, in accordance with present practice, for inclusion in the general collection.* The present acquisition policy statements would not apply to the archival sets. With regard to the documents which would be integrated into the regular collections, it is the Subcommittee's belief that the Acquisition Policy Statements (APS) relative to government publications, with the exception of those concerning foreign official publications, provide sufficiently broad coverage. The issue of central concern is the degree to which the coverage provided by the APS is being achieved.

In general, government publications are a difficult class of publications to acquire. As a rule there is no single source for the publications of a government. The Library's major source for the acquisition of government publications results from United States Federal law, depository arrangements with many of the State and international governmental bodies, and international exchange programs with foreign governments. Relatively few government publications are acquired by purchase. Acquisitions steps include identification of the publication, identification and location of the issuing agency, and the task of actually obtaining a copy. This situation therefore makes necessary the utilization of multiple sources on governmental publishing in order to build complete and comprehensive collections. The fact that the Library does not have an effective claiming system for government serials further aggravates the acquisitions problem on all levels. The experience of members of the Subcommittee is that there are notable gaps in the collection for all types of official publications — U.S. Federal, State, and municipal, as well as foreign and international.

---

*While LC receives multiple copies of many documents (e.g., Federal, State, and UN) many publications are received in single copies, and this would appear to present problems. However, we believe procedures for cataloging important items that are unique can be worked out satisfactorily.

Specific problems in the acquisition of U.S. Federal, State, municipal, foreign and international government publications are summarized below. The Subcommittee believes first priority must be given to U.S. government publications because these are the materials in the greatest demand and for which the Library's obligations are most important.

A. Federal

LC is entitled to receive Federal publications under provision of law (44 USC 1718-19) for its own use and for international exchange. The Library can request copies of non-depository U.S. documents sold by the Government Printing Office; these are few in number, but LC does not automatically receive them. Certain categories of material printed at the GPO field offices are also received systematically. It has, however, been estimated that approximately one-third to one-half of the U.S. Federal publications come to LC via routes other than the GPO. These outside sources include direct contact with issuing bodies for non-depository items; transfer from other Federal agencies, etc. Some of the non-GPO publications are easy to identify; many others such as contract studies have been known to escape the Library's acquisitions net. Although LC is on many agency mailing lists and makes sustained efforts to obtain the non-GPO items, especially through the Documents Expediting Project, it is difficult to estimate how much of this output LC is not receiving. Gradual improvements in acquisitions are anticipated with the proposed improvements for the Monthly Catalog of United States Government Publications. The GPO plans to include more non-GPO publications in the Catalog and expects to make these items available in microform to depository libraries and to LC.

B. State

Although LC listed more titles in its 1975 Monthly Checklist of State Publications than it had in any previous year, there is no assurance that it is acquiring copies of all State publications. The documents are obtained in a number of ways since at the present time not all of the States have statutes requiring that copies of all their publications be deposited with LC. It should be pointed out, however, that twenty-one States have enacted such laws designating LC as a recipient of all or some of their documents.

Among its other acquisition methods LC acquires LC publications through central distribution systems. The comprehensiveness of these depository sets varies from State to State. Of the publications obtained in this, as well as in other ways, more titles are listed in the Checklist than are presently retained in the collections. The States would, in all probability, deposit more of their publications if they were assured LC would retain an archival set of all the material received.

C. Municipal

Municipal publications are about the most elusive of all United States documents to control. Publishing and distribution activities of local governments are, in most cases, limited, uncoordinated, or very often, non-existent. With the establishment of the Index to Current Urban Documents and the Urban Documents Microfiche Collection by Greenwood Press, various problems concerning acquisition, bibliographic control, and preservation have been alleviated. By subscribing to this set, LC's holdings of municipal publications has increased far beyond what its goals were, as expressed in Acquisitions Policy Statements 25 and 39. The Index lists the publications of some 264 cities and 26 counties in the United States. Although not all of the items listed in the Index are available in the Microfiche Collection, Greenwood's effors are far superior to any effort made in the past and represent a good start on which LC can build toward a truly comprehensive collection of local documents.*

D. Foreign

The increasing degree of interdependence among national governments and the major leadership role the United States carries in world affairs underscores the continued need for information from virtually every area of the globe. LC as a national library and international information center has a special mission to collect foreign government documents at all levels, regardless of the day-to-day volume of use. The acquisition problems encountered in obtaining these materials vary considerably from country to country due to factors such as language, the status of the book trade, the existence of central distribution sources and national bibliographies, and whether produced at the national, provincial, or local level.

LC obtains its foreign official publications through the Exchange and Gift, Order, and Overseas Operations Divisions, and by transfer from other government agencies. It has been estimated, however, that approximately 90% of the foreign documents received by the Library are acquired by the Exchange and Gift Division under the Brussels Agreement of 1886, through bilateral agreements, and through informal exchange agreements. The Exchange and Gift Division should be able to monitor its many foreign exchanges more regularly with an increase in personnel.

---

*At this point attention might be called to the fact that the National Commission on Libraries and Information Science specifically calls for LC to play a role in improving "...access to State and local publications...." (Toward a National Program for Library and Information Services: Goals for Action. Prepared by the National Commission for Libraries and Information Science, Washington, D.C., 1975, p. 70.)

For its international exchange program, LC uses United States Federal documents, as well as LC's general duplicate publications. These are usually exchanged on an item-for-item basis, or for items of equal value. In some developing countries this type of exchange often presents problems since they may not be able to send as many publications as LC. Because the Library's goal is comprehensive acquisitions, the Subcommittee believes emphasis belongs on material received rather than on piece-for-piece accountability. Utility of a strict interpretation of balanced exchanges with countries in their developmental period is suspect.

E. International

LC receipt of international organization materials comes primarily through either exchange and gift or depository programs set up by the individual agencies (e.g., the United Nations). Efforts to identify and acquire documents of international organizations are hampered by the fact that much of the material produced is not listed in published indexes. A further complication is agency distribution policies which limit circulation of research items or fail to circulate them at all on the premise that the documents are of transitory value. Even when international organizations have depository programs subjective determination of materials for inclusion in those depository sets weakens the intent and purpose of the policy. These organizations must be made aware of the importance of providing full archival sets of all materials given any external distribution to LC and other key depositories.

F. Claiming

All members of the Subcommittee expressed concern with the Library's claiming procedures. Although compulsory registration and deposit of government documents has been suggested in connection with archival sets, the means for claiming non-receipts will have to be built into the program. LC's current procedures for obtaining missing issues of government documents are very ineffective and need immediate attention if serious gaps in the collections are to be filled and prevented from recurring. Official publications, both serials and monographs, must be claimed at regularly established intervals since most are issued in small editions. Claiming now done at the time of binding is more often than not too late to produce positive results. When discussing claiming procedures for official publications, the fine distinction between regularly issued government periodicals and serial documents should be kept in mind. Serial documents require more monitoring for one must be sure of the number of items in the set as well as the possibility of restricted distribution of some issues. A staff of reference and processing personnel with expertise in this area is needed to help alleviate some of the problems connected with claiming.

II. Improving Service on Government Publications

Although many researchers are interested in the publications of a government agency or agencies, most library users are not concerned whether the information they are seeking appears in a government document or in some other type of publication. One of the advantages of the Library's policy of cataloging government publications and integrating them into the general collections is that it improves access to information in these documents. This cataloging effort does not extend to all documents which presents both readers and staff with difficulties in trying to identify and locate government publications. This is especially true for current U.S. Federal documents, one of the most important and frequently requested categories of material. State, foreign, and United Nations documents are other categories which present serious problems for researchers to locate. Many documents are not readily available after receipt because they are delayed by the complex and lengthy procedures associated with cataloging and binding. To add to the difficulties, copies of documents in demand are often out on loan.

Beyond all doubt there is a critical need for easier access to government publications in LC. Subcommittee members believe that the archival sets, suitably arranged, with available indexes and listings such as the Monthly Checklist, will serve researchers as a back-up service before and after the major documents are cataloged and made available in the general collections.

The Subcommittee sees several key elements in improving service on government publications. We must develop professional reference librarians versed in the field of government publications, improve the traditional cataloging of government materials, encourage improvements in existing bibliographic tools providing access to government documents, and, where needed, compile new bibliographies and guides.

A. Reference Staff

In our view the Library is fully capable of providing, and must provide, the full range of service on government documents to effectively serve the Congress, the Federal establishment, and the scholarly community. LC could go a long way toward providing improved service on government publications if we had a core staff of reference specialists who were knowledgeable of the publications of the various levels of government. The Library had such a core staff at one time, but with the merger of the reference staffs of the Government Publications Section and the Newspaper and Periodical Section in the Serial Division in 1965, the staff capabilities for providing specialized reference on government publications were diminished. The proposed staff of documents reference specialists should not be dispersed but rather located in one of the reader services divisions, preferably Serial Division. The documents reference staff should be highly visible and should be available at all times to provide reference and bibliographic service in person, by telephone, and by correspondence.

B. Cataloging

Despite the value of the Library's cataloging of government publications, several basic problems confront users of this material. The provisions of the Anglo-American Cataloging Rules applicable to documents lack clarity and are subject to varying interpretation by catalogers. Documents librarians outside LC also have indicated considerable skepticism about proposed changes in the rules that have a direct bearing on the bibliographic control of documents, particularly those on headings for corporate bodies.

The Subcommittee stresses that readers are unable to cope with cataloging rules written primarily for librarians. Many of the difficulties with government publications stem from the complexity of the organizations and their documentation systems. Responsibility and expertise in cataloging documents presumes familiarity with governmental structures and their functions as well as with the documentation systems used in their publications. A number of Subcommittee members see the desirability of establishing a separate section for descriptive cataloging of government documents. An alternative to creating a documents-cataloging section is intensive training of catalogers by specialists in government organization and publications. At a minimum there should be an ombudsman staff that can be contacted for resolving technical problems.

Decentralization of input to a national bibliographic data base is coming. LC correctly emphasizes authority files and bibliographic integrity, and it should be the verifier of headings for materials added to the national on-line data base. However, documents librarians require that their special needs be displayed in the machine format. In the true spirit of cooperation, presently in evidence with the CONSER project for the cooperative cataloging of serials, the Subcommittee wishes to explore the possibility of additional access points in the machine record. For example, should not headings for Federal agencies and their subordinate bodies and for State and local agencies be displayed when they are referred to in the appropriate laws and regulations? This authoritative form of entry would prove of great value in the acquisition of the documents of these agencies.

One of the most promising means for increasing the speed and coverage provided by traditional cataloging of government publications is through cooperative cataloging programs. There is now a great deal of duplication of effort by libraries throughout the country. Current models for future cooperative cataloging programs are the Shared Cataloging Program, in which the Library accepts the descriptions of documents cataloged by participating national libraries, and CONSER, where U.S. libraries, the National Library of Canada, and the Library of Congress are building a machine-readable data base for serials. The Library's authority file is soon to be on-line. This may make it possible for the Library to accept the form of entry used by other libraries with access to our authority file as well as their choice of entry.

The Subcommittee is particularly encouraged by recent developments in cataloging of U.S. Federal publications at the Government Printing Office. The Superintendent of Documents is to use the MARC format beginning with the July 1976 issue of the Monthly Catalog of United States Government Publications. Considerable format changes will result as the Monthly Catalog endeavors to adhere to LC cataloging standards. If quality controls can be established for this program, the Library could then accept this cataloging for its own use. In any case, a procedure to ensure the timely cataloging of difficult documents must be established.

The Subcommittee also considered problems encountered in currently accessing government publications in the LCCC (Library of Congress Computerized Catalog) data base using the SCORPIO retrieval language. At present it is not possible to retrieve titles under the hierarchical corporate entry. This is a significant limitation for users of government publications, and a solution to this programming problem should receive priority attention by the LC automation staff. In view of the plans to close the Main Catalog within the next few years, it is essential that such problems be eliminated and that automation staff work closely with government documents specialists to remedy problems of access as they become apparent.

Bibliographic control of government publications in microform is a particularly vexing problem. Procedures for cataloging serials in microform are adequate but a similar procedure is needed for monographic materials. Furthermore, there are a substantial number of titles, both serials and monographs, in microform awaiting cataloging. The Subcommittee anticipates a substantial increase in the volume of microforms to be added to the collections in the near future. Adequate staffing to achieve currency in the cataloging of microforms should be given a high priority if the Library is to improve its service to users.

C. Bibliographic tools

Regularly published indexes to government publications are a key element in providing fully adequate service to users; this is especially true for accessing documents that are generally not cataloged under on-going cataloging programs. The Monthly Catalog, Monthly Checklist, and indexes for the United Nations and UNESCO documents are prominent examples of bibliographic tools. Members of the Subcommittee are of the opinion that the Library should, as a matter of policy, seek improvements in existing bibliographies to better serve our clientele. Beyond this, we believe there is a need for an on-going program for the compilation of current and retrospective bibliographies and guides to government publications. For example, a list should be compiled of documents at the Library which are not regularly cataloged, such as the microfiche collections in the Science Reading Room, Microform Reading Room, and General Reference and Bibliography Division.

Finally, the Subcommittee believes there is a need to further develop the Library's contacts with scholarly associations whose members utilize government publications in their research. A committee on bibliographic programs for government documents emphasizing liaison with scholarly organizations could identify areas where guides, indexes, union lists, etc. of government publications are needed to strengthen reference services. Bibliographic efforts for countries now lacking national bibliographies should be encouraged; a model for this might be the guides to official publications prepared by the African Section.

III. Preservation

Preservation of government publications merits special consideration inasmuch as a large proportion of government documents are issued on a low quality of paper that deteriorates at a very rapid rate. Collateral programs for the preservation of both current and retrospective holdings need to be stressed.

A. Current

The Library should ensure prompt binding of all government publications that are to be retained in original copy. This would not only enhance preservation of the material, but also contribute to improved service for users of government publications. Secondly, the Library needs to expand subscription programs for microform editions of those government publications that are published on a poor quality of paper. With respect to this latter category, the Library should encourage originating agencies themselves, or the agencies and/or commercial firms, to develop microform editions of their documentation. For example, the Subcommittee is hopeful that the U.S. Government Printing Office will be able to undertake a large-scale program for archival filming of both GPO and non-GPO United States Government publications in the near future. Similar comprehensive programs by the States and such organizations as the United Nations, the European Communities, UNESCO, etc. should be encouraged.

Where necessary the Library should expand its own programs for filming government publications. The Library's recent commitment to the National Gazette Microfilming program is particularly illustrative of the type of microfilming program in which the Library as a national library should be engaged. In developing microfilming programs the Library should, whenever possible, participate and provide leadership for cooperative microfilming projects in order to: (1) realize microform editions of the most complete holdings available and (2) share the costs for original filming.

B. Retrospective

A high proportion of the Library's retrospective holdings of government publications are also printed on a deteriorating quality of paper. For example, a recent survey by the Library's Preservation Office indicated that some 75% of the Latin American national gazette bound holdings are now in an advanced state of deterioration. In order to preserve these important research collections for future use, the

Library needs to augment its preservation programs. And, where microfilming is deemed the most appropriate means of preservation, the Library should seek to strengthen its collections by enlisting the aid of other libraries to complete the holdings to be filmed.

Funds should also be made available to permit the preservation in original copy of significant government documents, especially U.S. Federal, State, and territorial documents constituting important sources for the study of American history.

IV. Organization

To achieve necessary improvements in LC's servicing of government publications, a number of Subcommittee members expressed the view that LC should move quickly to establish a separate government publications department. Although this approach did not receive general endorsement, all Subcommittee members see the need for more specialized attention to government documents at LC. The intent of the report is to call for significant change in LC's procedures for handling government documents while emphasizing existing strengths. Members of the Subcommittee agreed unanimously that the Library should make a concerted effort to develop comprehensive, archival collections of government documents at all levels and establish a staff of documents reference specialists to provide service on LC's collections of official publications. The recommended approach envisions a staged growth of archival sets with attention focused initially on United States Federal publications.

Initiating the development of an archival set of United States Federal documents poses the ever-present problems of staff, space, and finances. However, the Subcommittee expects that through in-house filming, cooperative projects, etc. costs can be kept small relative to the benefits.

Alternatives mentioned for establishing the documents reference staff were as a separate division in the Reader Services Department, as a section in GR&B which has fostered a number of specialized operations such as the African and International Organizations sections, or as part of the Serial Division which has custody of the current government serials and prepares these materials for the collections. All these possibilities should be studied thoroughly, but the majority of the Subcommittee favors the last alternative, with the idea of renaming the division to reflect its expanded responsibilities.

Initially, LC staff working on acquisitions and cataloging of government documents would probably have to remain in their current organizational units, but there should be close collaboration between all documents personnel. Documents reference specialists for Federal, State, local, foreign, and international government publications should be brought as quickly as possible into the new unit from existing positions in Serial, GR&B, E&G, Law, etc. Sufficient support staff should be provided and additional positions should be added as warranted. The special needs of CRS and Law for documents must be taken into account, and these departments should continue to collect government documents as necessary.

Many details as to space would have to be worked out. One obvious problem relates to the amount of material that is available in microform since first copies of all Federal materials should be delivered to the new documents staff. A second category of documents to be considered for early treatment under the archival set principle, with second copies selected for cataloging and classification, would be State publications. An archival set of United Nations documentation would be another category to be considered for early transfer to the documents staff.

Some Subcommittee members see the documents reference staff as the core for a government publications department. The possibility of establishing such a department which would have the time, authority, and staff to concentrate on government publications alone should be explored thoroughly. Another question for consideration would be this unit's relationship to a national depository agency for Federal publications which has been proposed by ALA.* A related question is whether legislation should be sought to transfer the GPO library to LC. Also for study is the question of the overlapping roles of LC, GPO, NTIS, and the National Archives.

LC's major holdings of the publications of intergovernmental organizations and of foreign governments provides justification for LC to seriously consider assuming not only the role of a national center for Federal publications but also that of an international center for the publications of all levels of government. This raises implications for the possible expansion of LC's role to include acquiring and disseminating documents from foreign countries to U.S. research libraries.

---

*Cited in the Report of the Ad Hoc Committee on the Depository Library System. See Working paper by Einhorn and Nabors, Appendix I, p. 1.

Obviously the establishment of a large government publications department would have a major impact on LC's table of organization and on its space needs. Such a large unit would need a considerable amount of space and autonomy, but Subcommittee members believe the question of LC's assuming the role of a center for government publications merits serious study.

V. Recommendations

In the view of the Subcommittee, LC's role in the field of documents is to continue developing its preeminent collection of government publications and to take the lead in improving the availability, control, and use of such materials. Attainment of this goal requires implementation of two key interdependent recommendations: (1) develop comprehensive, archival sets of the publications of all levels of government, and (2) provide a core staff of document specialists to service the collection. Below are complementary recommendations in specific categories of concern highlighted in the body of the Subcommittee's report.

I. Building Comprehensive Collections (Acquisitions)

A. Federal

1. Renew efforts to inform Government offices in the United States and abroad of their obligation to supply copies of their publications to LC
2. Continue and intensify efforts to identify and obtain non-GPO, non-depository items
3. Encourage automatic acquisition of non-depository documents sold by GPO
4. Prepare an LCR requiring copies of each LC publication, regardless of format, to be transmitted to the Exchange and Gift Division
5. Take the necessary measures to ensure rapid distribution of Federal publications to appropriate LC divisions once materials have been received

B. State

1. Encourage States to pass laws requiring that their publications be deposited at LC

2. Investigate the possibility of obtaining Federal funds for the purpose of building archival sets of State publications

C. Municipal

1. Continue to obtain United States municipal documents on microfiche to expand the availability and accessibility of urban publications
2. Encourage States, and/or municipalities themselves, to pass laws requiring that municipal publications be deposited at LC

D. Foreign

1. Seek broader authority to send material to developing areas on a more lenient basis with the knowledge that equitable exchanges might not be possible for years to come
2. Make efforts to give countries receiving sets of United States publications some say in the materials sent to them
3. Take a leadership role in forums such as the International Federation of Library Associations (IFLA) to encourage more systematic printing, distribution and listing of government publications
4. Have recommending officers review foreign documents slated for discard until archival sets are effectively established
5. Make additional funds available for publication survey trips by LC specialists
6. Review Acquisition Policy Statements concerning foreign government documents

E. International

1. Encourage international organizations to provide full archival sets to LC (and other key depositories) of all materials given any external distribution

2. Urge international organizations to make their documentation available in microform, with a view toward comprehensiveness of coverage as well as preservation

3. Encourage international organizations to issue periodic indexes of the full range of their documentation

F. Claiming

1. Establish a unit to identify missing serial issues and pass the information on to the appropriate acquisitions unit to make the request

2. Ask recommending officers to survey document holdings, insofar as possible, to help fill gaps

3. Urge that recommending officers review those serial titles for which only a few issues have been received to make suggestions for ways LC or cooperative ventures might obtain missing issues (e.g., the Cooperative Africana Microform Project)

II. Improving Service on Government Publications

A. Reference Service

1. Develop a staff of document reference specialists who can devote full time to the publications of all levels of government

2. To improve availability and accessibility the first set copies of documents should be in the archival sets. The second and later copies selected should be sent, as at present, for processing and addition to the Library's classified collections.

B. Cataloging

1. Encourage improvements in the cataloging rules relating to documents

2. Provide catalogers with intensified instruction in government organization and publications

3. Provide machine access to full hierarchical treatment of a document's corporate author

4. Ensure that there is close cooperation between automation and documents reference staff so as to remedy problems as they become apparent in progressing toward an automated catalog

5. Increase the speed of LC cataloging of government documents via cooperative cataloging programs

6. Consider placing less reliance on traditional cataloging for documents and greater reliance on machine indexes and other bibliographic tools

7. Make serious efforts to clear up cataloging arrearages of government publications

8. Ensure that the cataloging of documents in microform has high priority and that the entries are integrated promptly into the Library's central bibliographic record

9. Establish an ombudsman staff to handle technical problems and encourage close communication between documents specialists and catalogers

C. Bibliographic activities

1. Identify and list major collections of documents not regularly cataloged, including those available in microform and also those non-circulating documents collections maintained in the various divisions in the Library

2. Encourage document bibliographic projects for those countries which have not yet established national bibliographies

3. Maintain a directory of union lists, accession lists, checklists, indexes, and guides presently being done by area specialists and/or document specialists at LC

4. Automate internal files dealing with government documents; for example, the Foreign Gazette Program

5. Encourage liaison with scholarly organizations and universities concerning bibliographic programs for official publications

6. Arrange with scholarly journals for regular bibliographic articles and reviews on government documents

III. Preservation

1. Emphasize and expand the program for acquiring government publications in microform by acquiring silver halide microform copies of documents

2. Develop an aggressive program singularly or in cooperation with others for filming government documents both to improve reference capabilities and as part of preservation programs

3. Urge the GPO to film federal publications; consider playing the same kind of advocacy role with regard to the publications of other levels of government

4. Urge cooperative microform projects between government publishing agencies and commercial firms when the agencies cannot, or will not, convert their publications to microform

5. Expand LC's national preservation program and give greater emphasis to government publications

IV. Organization

1. Assemble a core staff of documents reference specialists in one of the reader services divisions, preferably Serial Division which could be renamed to reflect its added responsibilities

2. Initiate the development of an archival set of Federal publications, with State publications and United Nations documentation receiving early consideration for the same treatment

3. Based on the experience gained and space available, consideration should be given to the establishment of a Government Publications Department with the time, authority, and staff to concentrate on government publications alone

4. Further study and consideration should be given to the possibility of LC's assuming the role of a national and an international center for official publications

MINORITY REPORT
LC Task Force Documents Subcommittee
George H. Caldwell
August 30, 1976

I wish to file a strongly dissenting minority opinion on the report of the Documents Subcommittee. I believe the report is seriously deficient in meeting the needs of Library users, and it shows a serious lack of genuine appreciation for the magnitude of the problems faced by readers trying to use government publications in the Library of Congress. If the present and future emphasis in LC is to be on improved service to readers and researchers, I believe the Documents Subcommittee report is out of step with this new approach.

The subcommittee's recommendations for more specialized reference librarians, improved cataloging, and better bibliographic tools are all right as far as they go, but they do not begin to go far enough to straighten out the terrible problems LC users now have in trying to find and get their hands on the documents they want. Despite better reference librarians and bibliographic tools, the researcher would still encounter time-consuming obstacles in trying to obtain copies of the documents themselves which are lying unrecorded in cataloging and binding backlogs. And I think it is wishful unrealistic thinking to believe LC's cataloging and binding procedures will miraculously be transformed and somehow speed to the shelf and into the LC catalog or data base the increased mass of documents the subcommittee contemplates LC's collecting. Present procedures don't even begin to cope now. How will they ever manage to get on top of vastly larger "archival" collections? Even the most sanguine and helpful of cataloging representatives cautions us on the problems in providing complete and rapid cataloging of government publications.

I also disagree strongly with the subcommittee's underlying assumption that the archival documents collection, which is to be the collection ready for immediate use by readers while other copies of documents are being cataloged, should be in microform. Even if all federal, state, municipal, foreign and international documents are suddenly microfilmed--a highly dubious assumption at best--the subcommittee report itself refers to the difficulties of getting microforms cataloged. Moreover, there is always considerable delay in LC's receiving the microform of new government publications, even from the best of suppliers. Members of the Documents Subcommittee argue that LC could develop virtually instantaneous in-house microfilming of all LC's vast intake of government publications, but I find this hard to take seriously. In fact, it is almost unbelievable. And what about the poor reader or researcher we profess to serve, who is subjected to eye strain from prolonged use of microform, when paper copies would be far more readable and easier to use?

Lastly, I think it would be a serious mistake to place the Library's archival collection of government publications in the Serial Division. Despite the best of intentions, the Serial Division will have its hands full for years to come in ever trying to get on top of LC's massive serial problems. This makes it highly unlikely the Serial Division will ever be able to give government publications the full attention and special handling which they require in order to produce decent service. I have not seen any evidence of real commitment by Serial Division representatives with respect to the major organizational changes necessary to produce prompt efficient service on government publications. In fact, what we have is the Serial Division's unfortunate decision to merge government serials with all their other serials and a general neglect of government monographs. It seems to me virtually inevitable that the Serial Division's basic approach will continue to be a preoccupation with the pressing problems of unbound serials. And government publications are far more than just serials. They are an unruly heterogeneous collection of bound monographs, unbound pamphlets, bound and unbound serials, looseleaf, and other miscellany. To me, it makes little sense to lump together one of LC's big problem areas--serials--with another one of its big problem areas--government publications. Both suffer.

I believe that researchers would be better served if the very special problems which government publications present were given the special attention possible in a separate Documents Division. However, if this is not feasible in the near future, LC should at least set up a small separate collection of the publications of the U.S. federal government and the United Nations. Both groups of publications have their own classification numbering systems and their own special indexes, which means the publications can be processed and shelved with a minimum of time and expense. The paper copies in the separate collection should be shelved by the Superintendent of Documents classification numbers and the UN documents and sales numbers, which makes for faster shelving and retrieval than shelving alphabetically by agency and title. This will make possible immediate shelving for these materials, and their special indexes will provide other access routes in addition to the LC public catalog and general collection. And if at least the current publications are kept unbound, they can be made available to the user almost immediately. Then researchers will not experience the great difficulties they now have in getting their hands on a recent US or UN publication in the Library of Congress. I think this is especially important for U.S. federal government publications, for which there is such heavy demand at LC. If there is one single group of publications on which LC should have pre-eminent collections and first-priority service, it would seem to me to be the publications of Congress and the remainder of the federal government.

Since LC receives more than one copy of most U.S. and U.N. documents, it could continue to place at least one set in the general collection and the public card catalog, for those users who strongly prefer these access points. At the same time, we could gain the great additional advantages from having a second set of government publications in a separate collection. And the cost would be low, as many libraries have already demonstrated by setting up such separate collections with a small staff and a relatively limited amount of space. Such space should be available in the Main Building after the move into the Madison Building.

With a separate collection, you would at last have one place in the Library of Congress where you could go and be fairly certain of finding a government publication and getting it quickly. My experience with university faculty and serious researchers has been that whenever a library began centralizing its government publications in some sort of separate collection, these publications immediately become easier for faculty and researchers to make use of. This has certainly been GR&B's experience with the core collection of Congressional publications it has assembled in the Main Reading Room area. The Yale University library is one of the latest large research libraries to turn to the advantages of a separate documents collection. In addition, a separate collection makes it much easier for the reference staff to specialize in government publications, become familiar with the materials, gain quick access, and provide better reference service to researchers.

It is difficult to say just where a separate collection of U.S. and U.N. documents should be located in LC. It would depend on the overall pattern of divisions which results from the Library's reorganization. Ideally, government publications should be handled by a Documents Division. Failing this, I think other possible sites could be an American Studies Division, a Social Sciences Division, a Business-Economics Division, or GR&B.

I think it is highly unfortunate that the Documents Subcommittee did not have stronger representation of staff possessing extensive first-hand experience with the very real difficulties which researchers and staff go through in trying to locate and use government publications in the Library of Congress. I think a more representative subcommittee would have appreciated more fully the magnitude of need for substantial changes in LC's organization and handling of government publications. If you want to know how bad it is, just call in a few reference librarians from the Main Reading Room.

I myself have had 19 years of experience with general reference work and work with government publications. I was in charge of a government publications section in a university library. During that time, as part of that library's effort to rethink its handling of government publications, I spent the better part of a year studying the whole problem of handling government publications in libraries. I sent questionnaires to most of the large research libraries which belong to the Association of Research Libraries, I visited numerous libraries to study their handling of government publications, I interviewed numerous university faculty members on their experiences in using government publications for dissertation and faculty research in various research libraries, I surveyed university students on their use of government publications, and I read all the literature which had been published up to that time on library handling of government publications. At LC, I have had the benefit of numerous comments by reference librarians in the Public Reference Section on their experience through the years with LC users and their specific problems in trying to find and use government publications in this particular institution. I have attended numerous documents meetings at ALA, and I have found the overwhelming majority of experienced documents librarians in favor of separate collections.

As university faculty have pointed out to me, government publications are one of the most basic categories of research material. I think it would be a great shame at a unique time like this at the Library of Congress, if we continued to rely primarily on the traditional procedures for handling government publications, which have proved so unsatisfactory for LC's readers and researchers in the past.

UNITED STATES GOVERNMENT

Memorandum

LIBRARY OF CONGRESS

TO : John Cole, Chairman, Task Force on Goals Organization and Planning.

DATE: August 20, 1976

FROM : Norman J. Shaffer, Chairman, Task Force Subcommittee on Loan and Photoduplication Services.

SUBJECT : Final Report of the Task Force Subcommittee on Loan and Photoduplication Services.

Attached is the final report of the Task Force Subcommittee on Loan and Photoduplication Services. Appended to the report are the committee member's statements and two early memos to the Task Force submitted by committee members. These documents were the basis of our discussions which eventually led to the recommendations set forth. Lastly, but of great importance, the results and analyses of the Federal Library, Interlibrary Loan and Photoduplication Service Surveys are included. Special credit should be given to Howard Walker, Melissa Trevvett and Everett Johnson who prepared and analyzed the results of these surveys.

I would like to take special note of the assistance rendered by Suanne Thamm and Everett Johnson in performing the writing chores during the course of the committee's existence. The committee members were faithful in attendance, interested and knowledgeable, and have my thanks for their effort in assisting the Task Force in this historic effort of re-evaluating the Library and its mission.

BUY U.S. SAVINGS BONDS THROUGH THE PAYROLL PLAN

FINAL REPORT
OF THE
TASK FORCE SUBCOMMITTEE
ON
LOAN & PHOTODUPLICATION SERVICES

Members

Larry Boyer, American-British Law Division, Law Library

Beverly Brannan, Prints and Photographs Division

Everett Johnson, Exchange and Gift Division

Thomas Nichols, Reference Division, Copyright Office

Robert Schaaf, General Reference and Bibliography Division

Suanne Thamm, Loan Division

Melissa Trevvett, Loan Division

Warren Tsuneishi, Orientalia Division

Howard Walker, Loan Division

Margaret Whitlock, Congressional Research Service

Robert Zich, General Reference and Bibliography Division

Norman J. Shaffer

Photoduplication Service, Chairman

August 20, 1976

TABLE OF CONTENTS.

SUMMARY

INTRODUCTION

I. Recommended International and National Roles for the Library of Congress.
II. Organizational Considerations and Recommendations - Pro and Con.
III. Recommendations on Loan Policy Changes and Adjustments.
IV. Recommendations on Various Matters Relevant to Loan Division, Photoduplication Service and National Union Catalog Reference Section Operations.

APPENDICES

(1) Library of Congress Regulations 900-920,(Policies and Procedures Governing the Loan of Materials by the Library of Congress).
(2) Two memoranda sent to the Task Force on Goals, Organization and Planning.
(3) Individual Statements of the Task Force Subcommittee Members on Loan and Photoduplication Services.
(4) Results and Analyses of the Federal Library, Interlibrary Loan, and Photoduplication Service Surveys.
(5) Photoduplication Service Mail Survey (Conducted February 1975).

SUMMARY OF THE FINAL REPORT OF THE TASK FORCE SUBCOMMITTEE ON LOAN AND PHOTODUPLICATION SERVICES

The first section (pp. 1-3) of the report outlines specific actions which the Library of Congress can take in providing leadership for the interlibrary loan network, at both the international and national levels. Stress is laid upon the fact that the intention is not to open up the collections to greater use and abuse, but to act as the library of last resort which can only be successfully achieved with the cooperation of the national library community. Section II (pp. 3-7) explores possible organizational changes and funding arrangements. Of particular significance are recommendations for the creation of a unified inquiries, searching and reference section and the subsidization of the Photoduplication Service. Because of the service and financial impact of such changes, supporting and opposing arguments for such moves are presented. The third section (pp. 7-10) provides detailed recommendations on needed changes and adjustments in the Library of Congress loan policy. Miscellaneous recommendations to improve the operations of the Loan Division, Photoduplication Service, and National Union Catalog Reference Section constitute the last section (pp. 10-13) of the report. Appendices to the report include the Library of Congress Regulations 900-920, two thoughtful memoranda sent to the Task Force concerning loan policies, individual statements by the subcommittee members which were discussed and constitute the ideas developed into the report recommendations, results and analyses of the Federal Library, Interlibrary Loan, and Photoduplication Service surveys and the Photoduplication Service Mail Survey conducted in February of 1975.

INTRODUCTION

The vast majority of the committee's time was devoted to discussing the current loan policy and the ramifications of trends now taking place. The committee's deliberations led again and again to the conclusion that the Library must play a greater national role in the area of interlibrary loan activities. This does not mean that the Library should loan more materials, but that it must give greater leadership to the library community, if only to save the Library's collections. The committee unanimously agreed that it was to the Library's distinct advantage and to the advantage of the national library community as well to assume a more active national role in coordinating interlibrary loan functions.

A basic premise accepted by the committee was that the Library of Congress should be the national "library of last resort." How to determine that the Library is actually the last and only location and that reasonable efforts have been made to secure materials elsewhere will be as difficult to determine in the future as it has been in the past. Coupled with this last resort premise, was the committee's awareness of the emerging trend to charge fees for interlibrary loan. The implications of this development insofar as they will affect the interlibrary loan operations of the Library and the national library community were discussed. The Loan Division has already detected an increase in loan requests from some institutions which previously used libraries now charging fees for loan service. With the above factors in mind,the committee's discussions inclined neither toward a wholesale broadening or liberalization of the loan policy nor toward a more restrictive policy. Service to the Library's mail patrons was carefully weighed against the service needs of in-house users. The needs of both of these user groups was also evaluated in light of the Library's preservation responsibilities and political milieu. The recommendations which follow reflect these considerations.

The real solution to the interlibrary loan problem, i.e., the increasing demand upon the Library's collections, is to be found in a strong and cooperative national library network system. The Library of Congress must exploit and utilize those parts of the network which now exist and function well and must also encourage and lead emerging sectors of the network in the area of interlibrary loan activities.

The basic report which follows consists primarily of recommendations which resulted from the committee's analyses and discussions of the various factors affecting the Loan Division, Photoduplication Service, and National Union Catalog Reference Section. Many of the recommendations are obvious and non-controversial. The rationale for the less obvious recommendations can be found in the appended committee member's statements. To keep the basic report manageable, no attempt was made to incorporate all of the committee members' points in support of the various recommendations. When a recommendation was particularly controversial, supporting and opposing statements are presented.

I. RECOMMENDED INTERNATIONAL AND NATIONAL ROLES FOR THE LIBRARY OF CONGRESS.

A. It is the opinion of the committee that the Library of Congress should continue to be the library of last resort, perhaps to a greater degree than it is currently, for all classes of borrowers except members of Congress and their staffs, local Federal libraries, Embassies, and the staff of the Library of Congress. We feel that the Library should be responsive to requests for information and/or materials from our collections, but that such responsiveness should not result in damage to our collections. To reinforce the Library's role as a resource of last resort we recommend:

1. that the Library of Congress take the lead in establishing the appropriate local, state and regional networks that would make up a national network, with the Library of Congress at the head. The networks would provide bibliographic reference and loan responsibilities for its members.

2. that the Library of Congress encourage all Executive departments and agencies to serve as bibliographic centers for all of their regional branches or divisions. The resultant intra-agency library networking could relieve the Library of Congress of its current "initial resort" position for Federal libraries. The current policy results in too much lending of popular materials which are in print and in steady demand in the Washington area by members of Congress and their staffs, readers, and local Federal borrowers.

3. that the National Union Catalog combine forces with OCLC to produce a more accurate register of locations than either one of the two can provide by itself.

4. that the purpose of LC's loan policy should be seen as not primarily to send LC materials to requesting libraries, but rather to get the needed material to the user in the fastest, fairest, and most rational manner; this may entail the loan or gift of a photocopy in instances where the loan of the requested item is not feasible.

B. As part of its role as the de facto national library for the United States, the Library of Congress, probably more than any other American library is called upon to respond to loan and Photoduplication requests from foreign libraries. It is the hope of the committee that the Library will continue to respond to these requests and perhaps expand the amount of service which we offer foreign libraries. To better serve our foreign borrowers, we recommend:

1. that the Library accept the role of "initial resort" lender in filling foreign requests. Our reason for this recommendation is that in almost all cases, foreign libraries exhaust their own nation's resources before requesting materials outside the country. The Library of Congress seems the most logical next step in their loan procedures.

2. that the Library translate policy and informational statements covering the loan and photoduplication services of the Library into major world languages to achieve better understanding with libraries which do not have English language expertise.

3. that the Library commission a group to study more fully the role of the Library of Congress vis-a-vis foreign libraries, and which would consider, among other things:

   a. Establishing an international lending center at the Library of Congress, which would borrow needed materials for other, smaller American libraries;

   b. Establishing an international photocopying center at the Library of Congress which would (1) photocopy foreign items for American libraries and (2) photocopy items borrowed from other American libraries for foreign libraries;

   c. Indemnifying smaller, less prestigious libraries to facilitate their borrowing materials directly from foreign libraries;

   d. Maintaining an up-to-date register of American libraries which will lend abroad, so that the Library might forward international loan requests to other libraries in instances where we do not own or will not lend a particular item.

C. It is the opinion of the committee that the Library of Congress should take the lead in a campaign to obtain subsidies for interlibrary loan operations throughout the library community. Each year more libraries are forced to charge for processing interlibrary loan requests because of increased financial burdens. Such a fee system although a necessary evil for libraries facing financial crises, has had a deleterious effect on research, and could conceivably lead to a further reduction in the number of libraries participating in interlibrary loan. Also, if the situation continues on its present course, the Library of Congress may likewise be forced to charge a fee for interlibrary loan services. We are in a unique position at the

Library to lobby for Federal funds to subsidize our nation's libraries. If funds cannot be obtained through Congress directly, we could lobby for the subvention of funds through NEH, HEW or other sources to avert the levying of these interlibrary loan charges.

II. ORGANIZATIONAL CONSIDERATIONS AND RECOMMENDATIONS - PRO AND CON

A. It is the opinion of the committee that portions of the present organization of the Library, and the position, structure and procedures of some of the divisions directly serving our many patrons are not conducive to providing the best service in the most efficient manner. We recommend that serious consideration be given to the following organizational changes:

1. that a unified inquiries, searching and reference section be established for all divisions of the present Department of Reader Services and including the Photoduplication Service; and that the functions of this section be the receipt, analysis, routing and control for all appropriate divisions of all non-Congressional inquiries and all reference and searching services to patrons not physically present in the Library. We recommend that control of inquiries in their progress through the Department be automated and on-line, and that the structure of the various specialized units of this section be such that the allocation of the workforce may be modified to accommodate variations in the workload.

Supporting statement - The advantages of creating a centralized searching unit are twofold. First, having inquiries about loan, locations and photocopying go through a central office would minimize duplication of searching, time consuming referrals, and general mix-ups and wrong steps which are now common in LC. These problems waste the time and money of both LC and the patron. The result is bad service, bad feeling and embarassment to the Library. If well designed, a central searching unit would permit as smooth and swift a flow as at present for the 95% of inquiries which are uncomplicated; but it would greatly add to the speed and efficiency with which the 5% problem inquiries are now handled.

Second, a central searching office paid out of LC's appropriation would 1) free funds in Photoduplication Service to permit lowering what is viewed by the customer as an exorbitant charge for the occasional small order, and 2) permit the acquisition of more and better staff to speed the service. The reader, reference correspondence, and loan surveys, as well as pre-eminently, the photoduplication survey revealed a widespread criticism of the slowness and to a lesser degree expense of the existing copy service. If the Library is to be responsive, it must act. It must speed service and lower these fees which seem greatly out of line to the average individual customer. Subsidy through a central searching office is one solution.

There are obvious alternative solutions. One would be to create an inquiries unit to route searching in the most efficient way to the existing searching units; this would be combined with a subsidy to pay salaries of the Photoduplication searchers. The Loan and Photoduplication Subcommittee cannot determine what solution will best serve to end poorly routed mail, lower the cost of small copy orders and speed copying. We strongly urge, however, that steps be taken along some of the lines suggested to achieve these vital goals.

Opposing statement - Strong arguments can be made against both the concept of a unified inquiries unit insofar as it would involve the Photoduplication Service and against the subsidization of the Service. The case against the inclusion of Photoduplication Service searching activities in a unified inquiries unit include the following factors:

(1) Because 90%-95% of all correspondence requesting service from the Photoduplication Service come directly to that unit, channeling such correspondence through a unified inquiries unit could do nothing but delay action on these requests.

(2) The Photoduplication Service searching and reference activities are often closely intertwined with the business office records maintained by the Service. To separate the searchers physically from this source of information could be chaotic.

(3) The nature of requests received by the Service require not only excellent searching and reference skills, but also a complete understanding of photoreproduction processes. Only searchers trained and attuned to the Service can satisfactorily perform this work.

(4) Historically, those photoreproduction operations in other institutions which have removed this searching function from under the control of the operation have suffered substantially in service.

While good reasons exist for subsidization of the Photoduplication searching and reference activities and being aware that an indirect subsidy is now received in the form of reference work performed by the specialized custodial units, the arguments against subsidization must be carefully weighed. Primary objections are:

> (1) An unrealistic rate structure would render similar photoreproduction services non-competitive and would greatly escalate the demand upon the Library to the detriment of the collections.
>
> (2) The subsidy would be open-ended and, as volume grew, would need to be increased substantially from year to year. Because of the difficulty in securing appropriated positions, searching staff would probably not remain abreast of the increased volume.
>
> (3) In many cases, those best able to pay, i. e., special and business libraries, would profit most from a subsidy.
>
> (4) Searching production, as measured in the Photoduplication Service, could decline if the lines between searching and reference activities became blurred.
>
> (5) Congress might be ill-disposed to provide funds for an operation which is now self supporting.
>
> (6) There is the philosophical argument that those who use an optional service should pay for that service.

2. that the present Department of Reader Services and the Department of Research be organically connected, perhaps through subordination to a single administrative direction, possibly at the level of an Assistant Librarian; and that the Photoduplication Service be transfered from its present position in the Administrative Department to a position in the Department of Reader Services.

> Supporting statement - The functions of research and reader service in the Library are closely related, and the most effective performance of both functions requires coordination, consistency of policy and a unified direction not likely to occur without organic connection at the top of the structures.

The Photoduplication Service should be included in the administrative direction of those division in the Library with which it has the most interaction and with which it has the most in common in terms of mission. For the Photoduplication Service, this is the Department of Reader Services rather than the Administrative Department.

3. that the Library establish an office of photographic research and development, comparable to the Preservation Office, to discover and develop photographic equipment, techniques, and processes necessary to reproduce library materials now inaccessible by current methods of photoreproduction because of their poor condition.

Supporting statement - The need for this technology is becoming increasingly apparent among libraries. The limited market for such devices, however, makes it unrealistic to expect that private industry will develop them at a cost within the reach of libraries. Such equipment and techniques developed by and located in the Library of Congress could be used to the benefit of the entire library community.

4. that Congressional loan services, including pick-up and delivery service and the entire operations of the bookrooms in the Capitol and other Congressional buildings, but excluding the record-keeping and actual administration of LC loan policies and regulations, be reassigned from the Loan Division to the Congressional Research Service.

Supporting statement - The purposes of this recommendation are to eliminate duplication of function in performing this service; to eliminate confusion among the Congressional staffs as to which office of the Library is to serve them; and to concentrate loan requests from Congress into one office to allow better control and more effective overall service.

Opposing statement - Basic objections to moving to CRS administration all Congressional loan searching and assembly, pick-up and delivery, and all functions of the Library Station to the Capitol and its related operations, as well as the reassignment to a "unified Searching Unit" of all loan searching and assembly are:

(1) Dividing administrative responsibility for the total loan service among three separate operating units of the Library would seriously hamper the effective enforcement of policy and impede the procedural flow of work.

(2) Instead of eliminating confusion, the reorganization would materially add to confusion among all LC. borrowers.

(3) It is questionable whether CRS should be in such a strong position of implementation of Library Loan policies, with virtual administration of those policies pertaining to the Congressional establishment despite the caveat pertaining thereto. Responsibility for the complete operation of lending materials from the Library proper, with due consideration for the integrity of its collections and policies, should be lodged with a single operating unit of the general Library administration, not an organizational unit that increasingly approaches the orientation of a separate entity.

(4) It is simplistic to organize all searching positions into a community of function based on searching, per se, but inconsistent in this regard to separate the Congressional loan activities from the non-Congressional. The community of function should focus on the full loan package.

(5) Solutions to any duplication, confusion, or inadequate service can best be found in greater communication and cooperation between existing organizational units.

III. RECOMMENDATIONS ON LOAN POLICY CHANGES AND ADJUSTMENTS.

A. The current interlibrary loan policy of the Library of Congress as reflected in LCR's 900-920(Policies and Procedures Governing the Loan of Materials by the Library of Congress) have emphasized the restrictiveness of our lending function. Throughout these LCR's there is great emphasis placed on "purpose to be served" by the loan of our materials. Given the fact that we have already recommended measures to reinforce our position as a last resort library resource, we of the committee feel that the LCR's should be rewritten to open up our holdings to those persons who come to us as a last resort. We therefore recommend:

1. the elimination of current restrictive regulations against those individuals who are not engaged in advanced research, generally leading to publication. The second paragraph of LCR 912 should be rewritten to read:

> Requests for other than non-Federal official needs will be restricted to materials which cannot be obtained readily and at a moderate cost by other means and that are required for serious informational needs or research. As the Library should be considered as the resource of last resort, local state, regional and network facilities first should be exhausted, and serious consideration also should be given to approaching other holdings within the country. The Library will endeavor to be responsive to uncommon-need requests when such need or the purpose to be served is stated.

2. LCR 915.6 should also be amended to be brought in line with LCR 912. This revision will then enable us to recommend:

a. That the Library provide more "public library-type"service in the area of non-Western language materials. The Library might also work more closely with those libraries desiring to build up collections in non-Western languages by advising them in the area of acquisitions and cataloging.

b. That when unprocessed materials otherwise eligible for loan are requested they be given priority processing(LCR 918.J).

c. That microforms of materials not subject to loan in their original form may be borrowed when available(LCR 917).

d. That the policy of not lending materials classified as heraldry, genealogy, United States and local state history remain the same. This recommendation came about after a thorough discussion of the problem and is based on several factors. Many items in these classes are handwritten or otherwise unique and are held only by the Library of Congress. Since the Library does maintain a Local History and Genealogy Room which is heavily patronized by people who come from all over the country to consult these unique materials, we do not feel that the researchers should have to face the possibility that these materials which they have come to consult are out on loan. These type of materials also are used heavily by members of Congress and their staff. There is a real fear that if these categories are made available for loan on a regular basis, within a comparatively short period of time materials in these classes will relocate from the Library of Congress into the offices and private collections of members of Congress and their staffs. Since recall of materials from Congressional Offices is nearly impossible, our magnificent holdings in these areas will become a thing of the past. And finally, the ALA Interlibrary Loan Code states that these classes shall be non-circulating.

> Opposing statement - A dissenting opinion to the above recommendation held that these materials were no more "rare" or difficult to replace than any other class of materials. The example was used that many 19th Century American pamphlets are sent out on loan and should they be lost they could not be replaced. The argument to apply a more liberal policy in lending these materials was advanced, primarily, from the point of view of consistency. A second factor to consider in examining this policy, is that the responses to the Interlibrary Loan Survey indicated some desire that these classes be opened to interlibrary loan(LCR-912E).

e. That the present restrictions on the lending of serials be maintained. The committee discussed the possibility of relaxing current rules, but the general consensus of the group was that this would not be wise as a general policy. Research libraries almost universally restrict the lending of serials for reasons of file integrity and the difficulty or impossibility of replacement in case of loss. Exceptional or unusual needs should be considered individually.

B. With a view to better preserving our collections, the committee feels that our current policies covering loan of materials to Congressional offices(LCR 915.6) and Embassies(LCR 915.4) need to be revised and that the Library needs to pursue a more active replacement for materials which are borrowed and lost. We recommend:

1. that persons who leave the employ of Congressional offices be required to pass through the Library as part of their out-processing. If it would be determined in the course of this final clearance that the person still had materials charged to him from our collections, his final paycheck would be attached until the books were returned or replaced.

2. that loan service to Embassies be drastically restructured.

The heads of diplomatic missions are authorized to borrow from the Library by statute. However, the current policy of the Library permits any individual who is listed in the State Department Blue List to borrow from us directly. This policy has resulted in losses to our collections. We recommend therefore:

a. That in addition to the head of the mission, only one other agent, preferably the librarian or information officer, be authorized to transmit loan requests;

b. That delivery service to and pick-up service from the embassies be discontinued, the responsibility for all such being left to the borrowing embassy.

3. that the recall of overdue materials be more actively pursued and that materials deemed lost be replaced with greater speed. Necessary legislation should be obtained and LCR 920 should be restructured to give the Library broader latitude for accepting money instead of replacement copies and should make provisions for retaining such funds in the Library in a replacement account rather than depositing it in the U. S. Treasury It is strongly recommended that replacement funds for alternate titles not be used to acquire additional copies of popular items in temporary high demand by Congressional offices, but to purchase titles of more lasting or scholarly value, if the original item which was lost cannot be replaced. In seeking such replacements or subsitutions Recommending Officers should be consulted.

IV. RECOMMENDATIONS ON VARIOUS MATTERS RELEVANT TO LOAN DIVISION, PHOTODUPLICATION SERVICE, AND NATIONAL UNION CATALOG REFERENCE, SECTION OPERATIONS.

A. The committee is strongly supportive of efforts to improve communications between the Library of Congress and its users. In the past, the Library appeared to play a passive role in furthering research and supplying information, which resulted in great confusion among our borrowers as to just exactly what our policies in any given area might be. While we all feel that the Library of Congress should remain the library of last resort for the research community, we also feel that the Library has an obligation to both Federal and non-Federal libraries to let them know exactly the type of services we can perform, what we cannot do, and what we expect from them in return. To accomplish these goals we recommend:

1. the preparation of an informative pamphlet descriging the basic operations of Loan, Photoduplication, National Union Catalog, and perhaps other services of the Library, for distribution to Congressional offices, Federal and non-Federal libraries, and any other interested institutions and individuals.

2. that changes in Library policy be communicated more effectively to borrowers through a newsletter which would be issued periodically, or through an established Library publication, such as the LCIB. Such a newsletter could also provide an opportunity for greater clarification of ambiguous terms, such as "serial" and "periodical", which are used in our forms and regulations. A letters column could be helpful to us in determining how well we are serving our users.

3. that the Library sponsor on-going seminars to acquaint libraries which are heavy users of our collections with our services, policies and procedures.

   a. It is intended that local Federal libraries would be the primary beneficiaries of such seminars. Currently, many local Federal libraries have little or no idea of how we search their requests. While seminars would not be limited in nature and content to the ABC's of filling out an ALA interlibrary loan request form, there is a definite need for such elementary instruction here in the Washington Federal community. Failure of invited Federal libraries which are in need of such basic instruction to attend such seminars could result in sanctions against these libraries.

   b. Such seminars would be in keeping with our designation of the Library of Congress as the head of a major interlibrary network.

4. that there be greater personal contact between Library staff and the people we serve. Means to accomplish this include:

   a. Increased use of the telephone, especially by Loan Division personnel and especially with local Federal clientele, to resolve problems quickly.

   b. Assignment of certain Library staff members to function as consultants and trouble-shooters to other libraries, to advise them of our facilities and services more effectively, and to clarify problem areas.

c. Establishment of a personnel exchange program to acquaint the staff of the Library of Congress with facilities of other libraries and vice versa.

5. that the Library prepare a training packet consisting of films, slides, tapes, printed material, and anything else necessary to familiarize all classes of borrowers with our policies and facilities.

B. Because of strain and stress on collections of the Library of Congress due to everyday use by readers and borrowers, we feel strongly that the Library should explore all means to establish a duplicate collection, so that future generations will not be deprived of the great resources which we are able to enjoy today. We recommend that the Library keep all surplus of serials and monographs and store in warehouses, identifying them by a unique number, so that they may serve as a lending collection and as a back-up to the main collections of the Library. We would likewise hope that these warehouses would be within reasonable distance from our current collections.

C. The committee has discussed the concept of quality control with respect to the Photoduplication Service, and has decided that, based on response of users to the Photoduplication Questionnaire, quality control is perfectly adequate as it is for the vast majority of users. We feel that increased quality control by custodial divisions would increase cost and delay each order and in many cases would be a matter of aesthetics rather than a true quality control problem. As a goodwill gesture to the Prints and Photographs Division, the most vocal opponent to current quality control, the committee is willing to recommend:

1. that the Photoduplication Service add a note of clarification to their forms and rate sheets indicating that "routine prints" are documentary reproductions which may bear scratches and flaws in the negatives.

D. The committee desires to go on record as stating that it is appalled at the high not-on-shelf (NOS) rate which has become a fact of life here at the Library of Congress. The NOS rate coupled with the slow response of the deck attendants makes the job of all that more difficult to perform. Interlibrary Loan patrons become indignant at the repeated NOS responses to their requests for books, and the Loan Division and Photoduplication Service generally bear the brunt of their displeasure. When possible, Loan Division staff try to go to the decks themselves to double check NOS responses, but usually the quantity of work they handle prevents them from pursuing this policy with any regularity. The Photoduplication Service searchers go to the decks where the books are located to prepare estimates rather than calling for them through regular channels. The searcher's procedurally follow up on all NOS reports--an added labor cost to the Service. If we are indeed to become the library of last resort, the service provided by the deck attendants must improve dramatically.

E. The Library of Congress must become more energetic in pursuing overdue materials from all classes of borrowers, if our collections are to be maintained. We recommend:

1. that the Library require that all of our materials which are borrowed must be used in the borrowing library or office.

2. that the Library work closely with those individuals and institutions which do not return materials promptly to determine if there are unique problems in a particular case.

3. that the Library have the right to impose sanctions against any library or institution which consistently refuses to comply with our period of loan.

F. The committee feels that any materials which are requested via interlibrary loan but which are in poor physical condition should be given priority treatment in the areas of binding and preservation.

G. The committee is fully supportive of any attempt to edit the Central Charge File and annotate the Shelf list to reflect lost items. Items deemed lost should be replaced if warranted and possible.

4

UNITED STATES GOVERNMENT

Memorandum

LIBRARY OF CONGRESS

TO : John Y. Cole
Chairman
Librarian's Task Force on Goals, Organization, and Planning

DATE: July 30, 1976

FROM : Louis R. Mortimer LRM and Kimberly W. Dobbs KWD
Chairmen
Subcommittee on Training and Career Development

SUBJECT : Final Report of the Subcommittee on Training and Career Development

Via : Lawrence S. Robinson
Task Force Member

The Subcommittee for Training and Career Development was the last of the several staff subcommittees established by the Task Force. In mid April Messrs. Cole, Robinson, Dobbs and Mortimer met to refine and focus on those aspects of the Library's operation to be studied by the Subcommittee. From the broad area of personnel and staff development the scope of investigation was narrowed to training and career development.

Since the newly appointed Director of Personnel was researching and investigating the organization and services of the Placement and Classification Office, this area was not to be studied except where it would impact training and career development. Labor-management relations, equal employment opportunity, and affirmative action were not to be major topics of investigation. Working in the labor-management area might result in an unfair labor practice. Lastly, the EEO/affirmative action staff was already holding hearings on their program and acquiring input from individual staff members and other interested groups and parties.

The Subcommittee held its first meeting on April 29th. Because of the great staff interest in personnel matters, over sixty people showed an interest in working with the Subcommittee. Of this initial group, approximately forty-five would actively contribute to the work of the Subcommittee.

Because of its size, the Subcommittee was split into six subgroups:

Career Development and Training
Kathleen Christensen and Jack McDonald
Co-Chairpersons

IB004501

BUY U.S. SAVINGS BONDS THROUGH THE PAYROLL PLAN

Staff Communication
Bud Hardison
Chairman

Counseling and Guidance
Jeanne Temple
Chairwoman

Intern Programs--Apprenticeships
Arthur J. Lieb
Chairman

Staff Orientation
William Underdue
Chairman

Supervisory Training and Development
Mary Ann Ferrarese
Chairwoman

The Subcommittee Chairmen selected topics of investigation for each subgroup based upon suggestions received from the subcommittee members, suggestions received by the Task Force, and the suggestions of Messrs. Cole and Robinson.

Subcommittee members were polled to determine subgroup preferences and assigned accordingly. Each of the subgroups became operational on May 19th. The Subcommittee Chairmen and the Task Force liaison person worked with each subgroup providing background information and other assistance as required. Each of the subgroups wrote individual reports which were submitted to the Chairmen of the Subcommittee by July 22. Attached are the subgroup reports, and a summary of the recommendations.

SUMMARY OF RECOMMENDATIONS

Career Development

Investigate the relevancy of posted minimum job qualifications for every LC position.

Establish a Career Development Office that will interrelate all LC positions to show possibilities for horizontal and vertical movement and provide accessible and well-informed career counseling.

Adopt a try-and-see-if-it-will-work approach to the many and varied training and job enrichment proposals presented in this report and elsewhere.

Draft a comprehensive Library career development manual and create a computerized job information bank.

Make manpower planning a primary responsibility of the proposed Planning Office or other appropriate office.

Begin immediately to plan for orderly progression from non-automation-related jobs to automation-related jobs.

Communication

Make a firm committment to improving communications at L.C.

Work toward making supervisors and managers more effective communicators who can make better use of existing channels of communication.

Create the means for sharing ideas, experiences, and information among the professional staff.

Reduce the feeling of isolation in LC annexes.

Improve the use of signs, floor plans, and information pamphlets.

Publish a Library newsletter intended only for staff.

Establish a good professional reading room.

Counseling

Survey Library guidance programs with a view toward defining commitment and improving planning.

Improve coordination and communication between offices and staff performing guidance functions.

Improve the effectiveness and utilization of guidance staff.

Establish a real career guidance program. Serious thought should be given to the creation of an office responsible for career guidance.

Study the need for expanded retirement counseling.

Intern Program

Terminate the Intern Program in its present form.

Improve and intensify recruitment of professional personnel.

Establish a Professional Development Program. The objective of the Program would be to provide selected Library staff with the opportunity to learn about the variety of activities that exist in the Library. The Program would also provide participants with the opportunity to complete an approved research project.

Establish a Management Development Program. The purpose of this Program would be to insure a pool of well qualified individuals for future management positions.

Explore the possibility of developing apprenticeship programs.

Orientation

Review the new employee orientation given in the Personnel Operations Office to insure that it is presented effectively and consistently.

Make the use of the "Supervisor's Checklist for the New Employee" (LW 8/73) mandatory.

Give orientation offered by the Training Office to the new employee as soon as possible. As with the Personnel Operations orientation, there is evidence that the agenda is not followed consistently.

Prepare an orientation program in each department.

Develop a two-day orientation for new employees to be conducted on the Monday/Tuesday beginning each pay period.

Open Professional Orientation to all employees whose jobs require knowledge of other parts of the Library.

Sponsor monthly or bi-monthly tours of and introductions to each department.

Conduct a survey to determine the effectiveness of current orientation efforts.

Supervisory Training

Determine what the Library needs and expects from its supervisors and managers at all levels. This information should be reflected in position descriptions and used as partial criteria for selection and evaluation of supervisors.

Establish an interdepartmental advisory committee on training which would help to develop a comprehensive training program for all levels of supervision.

Make mandatory a core-training curriculum for each supervisory level which would be completed within a definite time frame. Additional training should be provided on an individual basis as needed.

Establish a continuing education program to reinforce the mandatory core-training program.

Publish a supervisors' newsletter.

Improve the evaluation of supervisors.

Investigate means to improve supervisory selection.

Table of Contents

Page

Cover Memorandum to the Task Force 1

Summary of Recommendations 3

Report on Career Development and Training 7
- Appendix A: CSC Supervisory Potential Assessment 42
- Appendix B: From CSC Supervisory Grade-Evaluation Guide 44
- Appendix C: TAP and Crossover 49
- Appendix D: TAM and Manpower Planning 62

Report on Staff Communication 65

Report on Counseling and Guidance Services 73
- Attachment: Question Guide 78-A

Report on Intern Programs--Apprenticeships 79

Report on Staff Orientation 86
- Appendix A: Questionnaire on Staff Orientation 102
- Appendix B: Article on Insurance Pamphlet 105
- Appendix C: Supervisor's Checklist for the New Staff Member 106
- Appendix D: New Employee Orientation Schedule 109
- Appendix E: Checklist for New Employee Orientation 110

Report on Supervisory Training and Development 111
- Appendix A: Supervision and Supervisory Training Survey Form 117
- Appendix B: Report on the Supervision and Supervisory Training Survey 119

UNITED STATES GOVERNMENT

Memorandum

LIBRARY OF CONGRESS

TO : Kimberly Dobbs and Louis Mortimer
Chairmen
Subcommittee on Training and Career Development

DATE: July 22, 1976

FROM : Kathleen Christensen and Jack McDonald
Co-Chairpersons
Subgroup on Career Development and Training

SUBJECT : Report of the Subgroup on Career Development and Training

Attached is our subgroup report, prepared for your inclusion in the overall subcommittee report to the Task Force. Our most important recommendations are stressed in the Conclusion.

Members of the Subgroup on Career Development and Training

Edith Belmear
Sylvia Cook
Fay Diggs
Linda Fox
Gerald Greenwood
David Harris
Pat Hines
Georgia Joyner
Lucinda Leonard
Robyn Levine
Hugh McNeil
Joe Nelson
Pat Pasqual
Anne Ritchings
Eugene Weathers
Clay Wilson

Advisors to the Subgroup on Career Development and Training

Keith Bebo
Janet Schachter

BUY U.S. SAVINGS BONDS THROUGH THE PAYROLL PLAN

Report of the Subgroup on Career Development and Training

> A systematic and continuing effort to evolve and implement a staff or career development program at LC could, it seems, be a powerful benefit to both the agency and the staff.
>
> From a memo to the Task Force,
> Suggestion #128

A career development program would assist the Library in providing excellent services to users, while it would also improve the level of employee morale. Because the Library provides specialized and everchanging services to Congress, the library community, governmental agencies, and the public, the Library should also provide for specialized development and training of staff. Already the Library is devoting significant amounts of time and money to this effort. Creation of a career development program would mean that the time and money would be spent in an organized manner, leading to systematic staff development, hand-in-hand with planning for long-term and short-term goals. With a career development program, the transition to automated services can be smoother, the occurrence of reductions in force can be less likely, and the futures of the Library's staff members can be more promising in many respects.

A career development program would enhance the performance of LC employees. Why? An article in the May 1976 issue of Psychology Today cites "lack of opportunity to succeed" as the quality that "separates the unambitious from the climbers." The author, Rosabeth Moss Kanter, a Fellow in Law and Sociology at Harvard Law School and an associate professor of sociology on leave from Brandeis University, describes the phenomenon she calls the "frustrated fox": "People who are placed in dead-end jobs set a self-fulfilling prophecy in motion. Such workers cope with career limitations by giving up hope; like the frustrated fox, they decide they don't want the grapes after all. Instead they create peer groups that give them moral support for not seeking advancement, and develop a hostility to outsiders and power figures." The Library does not need an article in a popular psychology magazine to be aware of this phenomenon. Many administrators and supervisors throughout the Library have heard the complaints of frustrated staff members who plead for, advocate, or demand more upward mobility. The members of the Subgroup on Career Development and Training agree that dead-end jobs are the single greatest contributor to low employee morale. When a staff member sees himself or herself as a careerist in a field of work in which development is possible over the entire span of a working lifetime, each position he or she holds becomes more significant and meaningful. Present frustrations and difficulties are more readily overcome when an individual looks forward to progress instead of monotony.

Subject to the same frustrations as their staff, the Library's first-line supervisors (as well as those at other levels) might well benefit from a career development program. Ms. Kanter's article is entitled "Why Bosses Turn Bitchy." She describes the lower hierarchy of supervisors as those who feel left out of the higher power structure and are unable to move ahead; they "substitute the satisfaction of lording it over subordinates"..."hold everyone back, and praise conformity to rules rather than talent and innovation." This quotation with its harsh description of supervisors is included in the report not to criticize those who serve in this capacity, but to show the trap laid for supervisors without a future, without a career, without a plan; like all employees in dead-end jobs, they too may stand on a precipice from which they can see only insecurity, frustration, and monotony. A career development program can take staff members off this precipice and set them to mountain climbing.

In addition to improving the morale of both nonsupervisory and supervisory staff members, a career development program may well reduce training costs in the long run. First a system which provides for strong and ongoing upward mobility from within will need to bring-in-and-train less expertise from without. No one would seriously suggest a cessation of new blood, but the Library can and should plan for future staffing needs. Ultimately, staff development decreases recruiting costs and time spent in interviewing outside applicants. One suggestion to the Task Force is that the Library recruit black professionals for upper level positions, e.g., division chiefs. With the number of black employees at the Library, a working career development program would greatly assist in filling this need from within, for the program would permeate all fields and levels of work at the Library. Second, this type of program will reduce training costs in the long run because staff retention will be high. A careerist is more likely to stay with the Library than a dead-ender. The staff member whom the Library has already trained will stay to pursue a career, and the Library will not lose the staff member's skills and training to another concern. It is true that career development involves ongoing and continual training. But a career is not a string of disconnected positions. If a staff member holds a succession of positions, the experience is cumulative. If the Library fills those same positions with a stream of different newcomers and leaves them there until they are bored and/or leave LC, the Library's experience is one of diminishing returns.

In an efficient career development program a staff member's experience, education, and skills are used to his/her and the Library's best advantage. The Library maximizes,not compartmentalizes,its use of the staff. The alternative is to everyone's disadvantage. For example, a hypothetical staff member could at this moment be pursuing a career objective with the Library Tuition Support funds; the individual's program may be unrelated to any position that can reasonably be expected to be open at its completion. In spite of years of hard work and study, the staff member may stagnate in one job and become bitter. As another example, a specialist may be hired from outside LC because no one from within could be found to fill the position. Then the specialist, advantaged at first by the lack of career development within LC, may herself be frozen because she too is not groomed for advancement. Ten years later, she may still be in the same job, and she too may become bitter.

A careerist is almost bound to have a better leave record than a dead-ender. Abuse of leave privileges can often be attributed to boredom with one's job. Career development may be a costly proposition, but the lack of it is blatantly wasteful and expensive.

If the Library is ready to take a decisive long-range step toward improved organizational development, then the quality of working life at LC and the quality of LC's work output can simultaneously improve. The Federal Aviation Administration took such a step; they consolidated "in a single directive" the "progression patterns in Airway Facilities." The result is impressively mapped out in their manual, Airway Facilities Career Planning Program (April 6, 1976). In the manual, career development is defined as the "planned, organized, and systematic development of employees to improve performance in a career field through job assignments and training." The Defense Supply Agency includes its commitment to career development in its manual, DSA Civilian Career Program: Automatic Data Processing (July 1975): "Career development is a dual responsibility of management and the individual. While management is expected to plan for the development of each career employee by providing on-the-job and off-the-job training and arranging rotational job assignments, the ultimate value to be realized from a career development program is determined by the careerist participating in the program." Career development answers the employees' needs: motivation, opportunity, significant and meaningful work. It also answers the Library's needs: organizational development, organizational maintenance, high quality service to users. A career development program, administered with equal opportunity for all careerists, regardless of age, race, color, religion, sex, or national origin, is more than a map. As FAA terms it, career development identifies "progression patterns" in an organization. With career development, where there were deadends there can be bridges.

In order to achieve an optimal environment for career development, LC needs to gather certain information and to make this information available to staff members. A manual or computerized job bank is essential. This data base would include present positions--with their types and numbers, true minimum requirements and skills, and turnover--as well as projected positions--with their types and numbers, true minimum requirements and skills, and estimated opening dates. Turnover would include both how often each job is posted and how often it is filled. The job bank's projected positions will assist in identifying training needs and, perhaps, in assigning priorities to training funds.

All LC positions would be interrelated, insofar as possible, both horizontally and vertically on the basis of the type of work performed. This information would be graphically illustrated and adequately explained in career-ladder booklets prepared for staff use. These booklets would assist the Library in recruitment and personnel planning; the very thought expended in writing them would be an aid in manpower planning. The pamphlets would also be helpful to the career counselors in explaining the duties, requirements, qualifications, and interrelationships of LC positions.

In 1971, the Library embarked on a similar project, the Library of Congress Individual Advancement Program (LCIAP), which attempted to identify the possibilities for lateral, related vertical, and unrelated vertical movement between LC positions. The intent was to arrive at specialized training needs of LC personnel in support of operational requirements. The position data, updated to June 1973, was computerized by October 1973. Although the program was intended for planning and counseling purposes, it has been consigned to obscurity.

Similarly, in 1971 the Library initiated a Comprehensive Staff Inventory/Automation Project (CSI/AP), which inventoried the entire LC workforce in terms of educational level, time in grade, length of service in LC, age, training since joining LC, training prior to LC, and any other pertinent information. This program, which could have been used in correlation with LCIAP, has also disappeared from the scene.

Whatever the reasons for abandonment of LCIAP and CSI/AP, this subgroup recommends that the Library not lose another five years. A thoroughgoing career development program will not be planned overnight, but if the Library does not resume work on its preparation, another five years will find the Library in the same posture, once again receiving the same suggestion. By then, this report, like so many others, will be buried in a bureaucratic heart of darkness where no one but a Marlow may venture to find it. Whatever the cost and the time required, the Library should devote what resources it can to the task and begin now.

A successful career development program will involve the first-line supervisors, since it is they who, for the most part, must foster an environment conducive to such a program. The Library should see that first-line supervisors are fully informed about training and career counseling programs, so that they, in turn, can answer the questions of staff or make appropriate referrals. In addition, many of the suggestions in this report will necessitate the cooperation of supervisors if the program is to have any degree of effectiveness.

Supervisors themselves are not expected to become career counselors, but they can be trained to spot career counseling needs. This subgroup recommends that the work of planning a career development program be centralized in a Career Development Office, staffed by personnel who can devote full-time to the task. Later, when the position data has been gathered, this office must provide professional career counseling to staff members. The number of career counselors needed could be determined by a study of counselors-per-staff members at other agencies with good career counseling programs.

The major role of the career counselors will be to assist staff members in planning their careers at LC. Through interviews, workshops, and tests, the counselors will assist staff members in finding appropriate fields of work--even if the appropriate fields sometimes lie outside the scope of employment at LC. The counselor will help the staff member develop a career plan tailored to the individual's desires and skills and to the needs of the Library.

The career counselors will actively assist LC in planning to meet future manpower needs and to offset RIF situations. They can assist the Training Office in developing needed courses, and they can assist staff members in finding appropriate training to meet their goals. Because their work will include advising staff members on the entire employment spectrum, the career counselors should keep up-to-date on the job market, especially on job possibilities in the Washington area. An ongoing evaluation system should help to measure the effectiveness of this counseling service and to initiate any necessary changes.

Career Planning: Suggestions and Examples

Many people have raised objections to the John Galsworthy statement, "If you do not think about the future, you cannot have one." One may plan for the future, but circumstances may ruin one's prospects. One may fail to plan, but good fortune may serve in the absence of foresight. Yet there is little doubt that preparing for the future and planning a career do help one to take advantage of opportunities as they occur. No amount of career planning may do the impossible; Jane Smith may not have the ability to become an Olympic gymnast no matter how many plans she makes. Luck, on the other hand, never made an Olympic gymnast out of anyone, and it is no substitute for posted requirements for a position.

The efficiency of career planning at LC is governed to an extent by the amount of available information on career progressions in the Library. An accurate, up-to-date, and thorough data bank of LC job information is just as necessary to a careerist as a listing of courses and degree requirements is to a college student. In setting up a job bank, the Library should take the following steps.

1. Determine the types of positions available within LC and the grade range and number of each.

Hypothetical Examples:

GS-305 (Mail Clerk)	GS-2 to GS-7	40 positions
GS-1410 (Librarian)	GS-7 to GS-18	1600 positions
GS-1411 (Library Technician)	GS-4 to GS-8	1000 positions
GS-318 (Secretary)	GS-4 to GS-10	250 positions

2. Specify the types, grade range, and number of positions by department and division.

   Hypothetical Examples:

	Department X, Division A	
GS-305 (Mail Clerk)	GS-3 to GS-5	3 positions
GS-1410 (Librarian)	GS-7 to GS-9	17 positions
GS-1411 (Library Tech.)	GS-4 to GS-8	10 positions
GS-318 (Secretary)	GS-5 to GS-8	4 positions

	Department X, Division B	
GS-305 (Mail Clerk)		0 positions
GS-1410 (Librarian)	GS-9 to GS-15	80 positions
GS-1411 (Library Tech.)	GS-5 to GS-6	15 positions
GS-318 (Secretary)	GS-8 to GS-9	1 position

	Department Z, Division P	
GS-305 (Mail Clerk)	GS-4 to GS-5	1 position
GS-1410 (Librarian)	GS-9 to GS-16	15 positions
GS-1411 (Library Tech.)	GS-5 to GS-8	42 positions
GS-318 (Secretary)	GS-5 to GS-6	1 position

3. Keep records of the turnover in each position by division and department. Turnover includes the number of times the position is posted and the number of times it is filled.

   Hypothetical Examples:

   GS-305 (Mail Clerk) is posted 4 times in Department X in a given year. The position is filled 4 times.

Division A	Times Posted:	1	Times Filled:	2
Division B	Times Posted:	0	Times Filled:	0
Division C	Times Posted:	0	Times Filled:	0
Division D	Times Posted:	0	Times Filled:	2
Division E	Times Posted:	1	Times Filled:	0

   GS-1410 (Librarian) is posted 25 times in Department X in the same year. The position is filled 20 times.

Division A	Times Posted:	4	Times Filled:	4
Division B	Times Posted:	13	Times Filled:	10
Division C	Times Posted:	2	Times Filled:	2
Division D	Times Posted:	5	Times Filled:	4
Division E	Times Posted:	1	Times Filled:	0

GS-1411 (Library Technician) is posted 23 times in Department X in the same year. The position is filled 24 times.

Division A Times Posted: 3 Times Filled: 4
Division B Times Posted: 2 Times Filled: 2
Division C Times Posted: 10 Times Filled: 10
Division D Times Posted: 5 Times Filled: 5
Division E Times Posted: 3 Times Filled: 3

GS-318 (Secretary) is posted 3 times in Department X in the same year. The position is filled 3 times.

Division A Times Posted: 1 Times Filled: 1
Division B Times Posted: 0 Times Filled: 0
Division C Times Posted: 0 Times Filled: 0
Division D Times Posted: 0 Times Filled: 0
Division E Times Posted: 2 Times Filled: 2

4. Based upon steps 1-3, determine career growth opportunities (none, poor, fair, good, excellent) for each type of work (position classification series) in each organizational unit (Library of Congress, department, and division).

Hypothetical Examples (based on limited examples above):

Career Growth Opportunities for a GS-305 Mail Clerk

Department X, Division A	Fair
Department X, Division B	None

Career Growth Opportunities for a GS-1410 Librarian

Department X, Division A	Fair
Department X, Division B	Excellent

Career Growth Opportunities for a GS-1411 Library Technician

Department X, Division A	Good
Department X, Division B	Fair

Career Growth Opportunities for a GS-318 Secretary

Department X, Division A	Poor
Department X, Division B	Poor

5. For each position in the Library of Congress, determine the true minimum qualifications, including those knowledges, skills, and abilities actually necessary for successful job performance.

Once minimum qualifications have been established for each LC position, supervisors may observe that, in some cases, recruitment of qualified applicants is difficult, if not impossible. If a sufficient volume of work exists in these instances, supervisors should explore the possibility of inducting employees in positions below the full performance level and providing grade-building experience coupled with formal and informal training.

The relationship between this full performance level position and any diminution of it forms the basis of a promotion plan, which should consist of a series of position descriptions reflecting progressively more difficult levels of work within one kind of functional activity (position classification series, e.g., GS-318 Secretary). The descriptions should be structured to show clear distinctions in the complexity of duties, degree of responsibility, knowledge requirements, and level of skills and abilities required at each grade in the promotion plan.

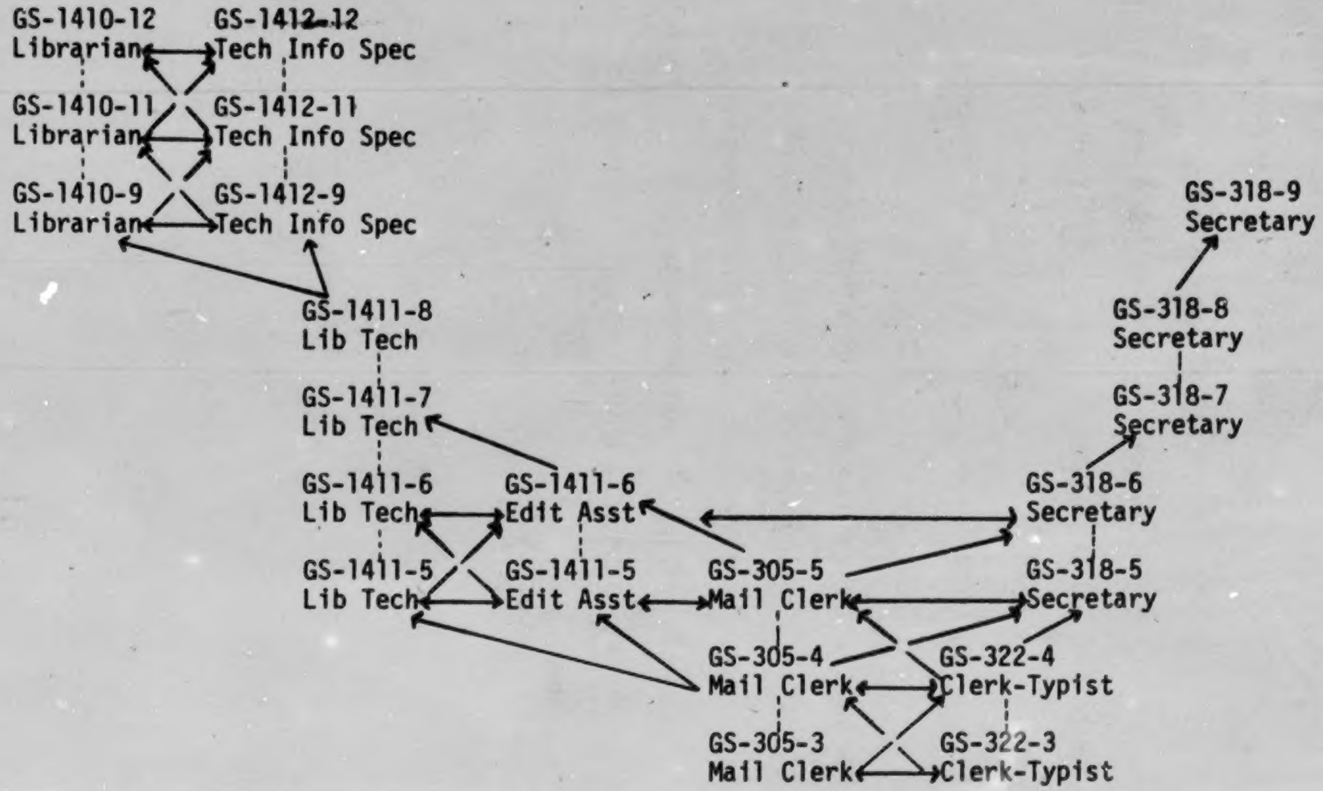
To prevent misunderstanding and foster a positive approach, the Library should formalize and make available (to the incumbent, the career counselor, and the supervisor) all criteria governing the advancement of an employee to successively more responsible positions within a given plan. The written criteria should include, at least, the following: 1) level of duties and responsibilities at each grade in the promotion plan, 2) knowledges, skills, and abilities needed to perform at each level, 3) on-the-job and formal training needed for each level, 4) competitive qualifications or time-in-grade requirement for each level, and 5) performance standards for each level.

Just as there are interrelated positions within one functional activity (e.g., that performed by GS-2 to GS-7 mail clerks), there are interrelated types of work among various functional activities (e.g. that performed by GS-5 mail clerks and by some GS-5 library technicians). With the aid of these written criteria and a corresponding knowledge of the interrelationships among LC positions, the career counselor can advise staff members on possible target positions. With the assistance of the job bank and its statistical account of the number of related positions and the turnover in these positions, the Career Development Office can help the careerist make realistic plans. If the staff member is interested in two positions at a higher GS level, the career counselor can give information on their requirements (experience, education, knowledge, skills, abilities), duties, number and turnover. Such information is invaluable in designing a career plan.

If a given position is tagged, "Will not be filled until Fall 1979" or "Number of positions will be adversely affected by automation in 1980," the careerist can hope to tie present training to future LC needs. In other words, if the Library plans for the future and maps out its personnel needs, the individual can also plan for the future and adapt progress and training to the Library's needs. The sooner this information is available to the staff the better. The time for a staff member to plan a career is before boredom and frustration set in, not after. If the Tuition Support Program is to constitute a significant career development effort, then new employees at the GS-2 to GS-8 levels should be fully informed about the program as soon as they are eligible for participation--if not before. Earning credits that will enable a career progression is a time-consuming and difficult effort. If staff members are to make the best possible use of the program, they should have the benefit of career counseling early in their LC careers.

The last illustration of career planning (page 24) shows a ladder from GS-3 (Mail Clerk) to GS-12 (Librarian). It also shows that one may prepare for several target positions simultaneously, but it does not show all the work, experience, education, and dedication needed to climb the ladder. Career planning by the Library, can only be a map; its effectiveness will depend on those who travel its paths. Accurate and complete information (and short-term and long-term planning in the organization) will be necessary to a career development program, but ultimate success will depend on individual initiative.

Some career progressions, leading from non-professional to professional positions, may consume a great deal of the careerists' non-duty time. They may require years of coursework and a commitment to a long-term goal. Already LC has staff members who earned their degrees and their promotions in this manner. A career development program would help such staff members choose realistic long-term objectives. Other staff members may not wish to--or may not be able to--take advantage of any non-duty-time programs to reach a career goal. Those positions which can lead to higher GS levels solely on the basis of experience should be mapped out in an LC career manual. It is important to make all this information available to staff members so that they can decide on realistic goals. The staff member, hired today at the GS-5 level, who is still at the GS-5 level in the year 2000, has waited far too long to ask, "Why am I still a GS-5?" He or she will have missed more than twenty years of opportunity. Galsworthy would have had a reply, "If you do not think about the future, you cannot have one." One might add, thinking about the future is only the first step in preparing for it.


GS-1410-12
Librarian
GS-1412-12
Tech Info Spec
GS-1410-11
Librarian
GS-1412-11
Tech Info Spec
GS-1410-9
Librarian
GS-1412-9
Tech Info Spec
GS-318-9
Secretary
GS-1411-8
Lib Tech
GS-318-8
Secretary
GS-1411-7
Lib Tech
GS-318-7
Secretary
GS-1411-6
Lib Tech
GS-1411-6
Edit Asst
GS-318-6
Secretary
GS-1411-5
Lib Tech
GS-1411-5
Edit Asst
GS-305-5
Mail Clerk
GS-318-5
Secretary
GS-305-4
Mail Clerk
GS-322-4
Clerk-Typist
GS-305-3
Mail Clerk
GS-322-3
Clerk-Typist

Sample Career Paths for a GS-305-3 Mail Clerk

Automation and Manpower Planning

> We are given a choice. We may plan in advance for the impact of change, or we may wait until change forces us to react. The latter has ever been a losing game.
>
> We need to recognize that change constitutes a process that extends over a period of time. Given enough time most situations change by growth and evolution. In fact, the term change implies that there is a perceptible difference in a situation, or a circumstance, a person, a group, or an organization between some original time and some later time. The experiences during that time period need to be planned so that either the speed of change is increased or the nature of change can be more effectively coped with by those involved.
>
> Gordon L. Lippett, "Visualizing Change," Model Building and the Change Process

One of the pressing concerns of both management and staff is a smooth transition to automated services. Manpower planning can detraumatize this transition. It is well known that LC will need an increasing number of highly skilled people to accomplish its automation mission. Juxtaposed to this increase is a potential decrease in the need for unskilled and semi-skilled staff members. How will the Library plan to meet the demands of automation?

Within the next one to two years, top management must plan for manpower needs for the next five and next ten years. Areas affected by automation and the extent to which jobs in these areas will be impacted must be identified. Management should also study the personnel involved in the automation effort itself, for new technologies could lead to a diminishing or a vastly increasing computer programming staff. This committee recommends that manpower planning be one of the responsibilities of the proposed Planning Office. This office could coordinate manpower planning with particular attention to the introduction of new technologies and the long-range goals of the Library.

To achieve a career development plan, automation personnel may help in planning for future LC manpower needs. Automation personnel should participate in the manpower planning effort by helping to identify logical job progressions in automation, by helping to identify crossover jobs, and by recommending training programs to accomplish orderly progression for non-automation-related jobs to automation-related jobs.

Data should be kept on criteria that lead to success or failure in automation activities. Once the criteria are identified they should be tested for validity. If found reliable, these criteria should be incorporated into the selection process and continually updated and revalidated. Any manpower planning program will be enhanced by a current and systematic access to all personnel records.

Communication of Manpower Planning for Automation

The Library must also take on the responsibility for communication of manpower planning for automation. It is human nature to oppose or avoid what one fears (fight/flight). Automation efforts result in many people fearing the loss of their jobs, but much of this fear can be alleviated with open communications coupled with concrete programs for retraining. This responsibility for communicating the Library's automation plans includes informing members of a given work unit (i.e., unit, section, or division) of automation's invasion of their own turf.

Goals and known directions for automation for the next few years should be communicated to all the staff in an orderly, non-emotional manner with all available information regarding the impact on manpower. Such an honest effort, if the information is clearly related, would eliminate much of the current needless concern. Programs for retraining, as well as their qualifications, eligibility, and length, should be elaborated at the same time. Staff members of the divisions in the process of being automated can give briefings on new developments to staff members of divisions yet to be automated. Seeing coworkers handle automation increases the courage of others and, in most cases, even makes them desirous of giving it a try.

Staff members should be informed of the opportunities for advancement that arise from automation. They should also be informed of the effects of automation on organizational growth and on Library services. Top management should indicate that the increased skill level of the staff in most automated activities not only increases the impact of the organization on the total environment but also increases the value of each trained staff member within the organization, thus adding to security in two areas.

Retraining and Job Enrichment

A frequent request to this Subcommittee was for a specific plan for staff retraining to meet the changes brought about by new technology. In the short run, the Library should identify personnel who will need retraining, increase work details of non-automation-initiated staff members into automation-related activities, increase training funds to 1/2 of 1 percent of the overall budget in order to meet retraining needs, and update position descriptions to reflect the additional skills staff members are acquiring. In the long run, the Library can use automation retraining as one of its greatest attempts to move people out of dead-end jobs. Automation should open up an increased number of advanced technical positions which could lead to more opportunity for growth than is found in the present system. Any national or international information network system resulting from automation should increase the possibilities for staff interaction with the entire library community. Skills learned in participating on various interlibrary committees and/or in communicating with segments of the library network system should aid the Library's staff development efforts.

Organizational Opportunities

Automation can provide new organizational structures. It can be the test for increased team organization in LC. Team members could be selected on the criteria of complementary skills and abilities.

At the conclusion of a given task, each member would return to the LC automation pool of talent to be assigned to new tasks (and teams). To solve special problems, teams composed of automation and non-automation personnel could be set up. For instance, a given project could be undertaken by a computer expert, a cataloging expert, and a reference expert. Such a system could combat the separatism of various library activities and the waste of resources that exists in many hierarchies. Increased team-building could help to improve morale, expand learning opportunities, and enlarge the scope of the team members' experience. After the completion of current tasks, automation personnel can be absorbed by the divisions, if that arrangement is agreeable to the persons and divisions involved. In this manner automation expertise would be dispersed throughout the organization.

Automation is an opportunity for planned career development at LC. The Library should explore the logical career development patterns that automation provides. Via communications with staff, the Library can advertise the opportunities to come. Then, instead of waiting for automation with apprehension and distrust, the staff will welcome--and prepare--for it.

Training and Job Enrichment Suggestions

A career development program involves training, both on-the-job and off-the-job. To be effective, training programs would be merged with career ladders, so that staff members could easily determine what type(s) of training would help their progress up the ladder. Since the LC career planning that this report recommends has not yet been accomplished, and since staff members do not now have a very complete knowledge of the avenues for promotion at LC, this report will include a number of suggestions related to the whole spectrum of LC training opportunities. Summarized below are some of the most recurring and some of the more innovational proposals.

The subgroup has attempted to bring together these suggestions, but not to pass judgment on them. Although the Library may find some of them unfeasible, the subgroup suggests that, instead of summarily dismissing them, the Library put a few of them on trial. If the results are not promising, the reasons for failure can be documented and studied. When feasible, a program could be improved and tried again. In the alternative, an altogether unworkable program can be discarded, and the Library will have relevant documentation when the suggestion for it recurs in the future.

Because of our own dissent over some of these ideas and their merits and workability, the subgroup proposes only that the Library adopt a try-and-see-if-it-will-work approach. Already, the Serial Record Division has an in-house progression and Shared

Cataloging has its DIP program. On a limited basis, new ideas can continually be tried out. Some of the results may be surprisingly effective and well worth making the trial. Expectation of failure is a self-fulfilling prophecy, whereas limited trials can result in only small losses or gains--and telling information. This subgroup strongly urges that the Library pursue some of the following suggestions concerning training and job enrichment opportunities at LC.

1. Training Office courses could be available during non-core-time work hours so that staff members can take courses unrelated to their present jobs on Library property at no expense but on their own time. This Suggestion assumes that the entire Library will eventually be on flexitime.
2. In connection with the proposed career development program, there should be a review of current Training Office courses.
3. A self-instruction center could offer courses in LC-related work. Books and other materials could be made available to staff members, who would complete workbooks on their own time and be tested on Library time. The center, to be effective, would have to be located on the Hill. Individuals could advance at their own rate and take tests when they have completed certain areas of work.
4. Increased fiscal management training for all division chiefs and assistant department directors would help improve LC's budgeting soundness.
5. Many staff members suggested the possibility of job exchanging among staff members. This suggestion is prompted by a key problem: a number of employees with many years of experience at the Library are locked in low-paying and/or monotonous jobs. There is serious concern over creating new training and new avenues of work to overcome this problem.
6. Additional training funds should be made available for more library-related training at all GS levels.

7. Many workers ask that the notion of job-relatedness for justifying coursework be expanded.

8. Management should refine and apply library-wide the practices of granting leave and/or funds for education and/or attendance at professional meetings. There is presently no policy which is followed uniformly or consistently. More funding should be provided--even if on a competitive or rotational basis--for middle management and professional librarians to attend professional meetings.

9. In order to provide continuing education for librarians on recent developments in the field, especially as they relate to LC, the Library should sponsor seminars and workshops like those recently sponsored by ALA on topics like the future of the card catalog and automation in LC. These programs would be of interest to a large number of employees, and having them in-house would save either sending staff away to meetings or refusing to send them.

10. LC should explore the possibility of exchanging librarians and other professionals with outside libraries or agencies. A program to exchange 10 or 12 librarians a year with outside libraries would aid LC's understanding of the activities and problems of other libraries. It would, perhaps, increase the professional expertise of our librarians, and it would promote a better understanding of the Library's services and work among members of the library community. The same sort of thing can be done with other professionals in the Library, who could be exchanged with other agencies or with private firms. The Library can send feelers to libraries of varying size to see if they would welcome this program.

11. A college or university should be asked to evaluate the work of the Library and to assign college credits to that work as appropriate. Work that can be included in a college credit program should be identified by the college and approved by the Library. Participation in the program will be limited by the number of related positions available. When an individual passes a qualifying test for college credit, he or she will move on to another type of work or return to the former position. The Library will fill such training positions as they become available and as people complete the program.

12. During non-duty hours, a college or university should be asked to offer courses on Library property. Initially, data processing or library technician coursework leading to an associate degree could be offered. If the program is successful, it could be expanded to include courses toward an M.L.S., which staff members with bachelor's degrees could take here at LC on their own time.

These ideas show that there is a concern for more training and job enrichment opportunities for staff members at all levels. Not only is training sought to improve present performance, relieve monotony, and increase promotion possibilities, but it is regarded as a means of fostering the worker's pride in his/her work and in his/her contribution to LC's mission.

Supervisory and Non-Supervisory Selection

A number of suggestions and complaints to the subcommittee indicate that discontent with supervision is one of LC's more serious personnel problems. The frustration which has been voiced cannot be dismissed as merely the expression of chronic malcontents; comments came from too many people in such varying positions that they cannot be disregarded so easily.

Many comments dealt with the apparent criteria used for promotion to supervisory positions. The principal qualification for promotion to these jobs seems to be technical competence. Are the duties and descriptions of supervisory jobs so vague that no other abilities can be weighed as heavily? Or does the Library fail to recognize that management skills and techniques are complex and specialized and do not necessarily coincide with technical competence?

Thus part of the problem is inadequate definition of those qualities and skills required in supervisory positions. There should be more precise definitions of "demonstrated supervisory ability" and "supervisory potential." There is currently no consistent, systematic approach to evaluating supervisory ability or potential. Such evaluation, although undeniably difficult, is certainly not impossible. The U.S. Civil Service Commission has attempted this kind of evaluation, and future consideration of this problem should certainly include an examination and analysis of their efforts to define supervision (see Appendixes A and B).

In order to improve the quality of supervision at LC, this subgroup recommends that the Library take the following steps.

1. Establish criteria necessary for good supervision at various levels.
2. Select candidates for a given number of supervisory positions according to these criteria.
3. Evaluate the supervisors selected according to the criteria to see if they are performing as expected.
4. Once the criteria have been validated, apply them in future selection of supervisors.

One might ask how supervisory selection fits into a career development report. Some of the deadends at LC occur when an employee can go no higher without being promoted to a supervisory position. Because of a lack of supervisory experience and "demonstrated ability," the staff member often cannot successfully compete for the supervisory position. The real deadends in career progression are the transitions from one type of work to another, e.g., from non-supervisory to supervisory, from clerical to technical, from technical to professional, and so on. Improvements in the selection process can help to eliminate false, that is unjustifiable, barriers. This committee recommends that the Library consider the following actions.

1. Investigate the relevancy of posted minimum job requirements for every position.
2. Allow for experience other than actual employment background (e.g. membership and offices held in outside activities, volunteer work, and so on) in considering job applicants' related experience and supervisory potential.
3. Once criteria for supervisory positions have been validated, use an additional reference form to evaluate potential (see Appendix A).

4. Include a copy of the posting when one inside office is requesting a reference check from another.

5. Make the LC reference check form more detailed and specific (e.g., like the TAP and Crossover evaluation forms).

6. Have screening tests for technical positions to verify actual knowledge of the work.

7. Employ the services of an outside firm to test and assess applicants' ability to perform well in the job in question. This procedure, which is expensive and time-consuming, could be used on a trial basis for filling certain key positions. The U.S. Civil Service Commission occasionally uses the services of an Assessment Center staffed with employment psychologists for this purpose.

Career Development-Related Programs

Several current programs at the Library are career development related. TAP and Crossover are related, because they result in career development. Yet the real objective of TAP and Crossover differs from that of career development, which aims at long range organizational development. TAP and Crossover are a part of affirmative action, which has its basis in law (Executive Order 11478); it is a result of history. Career development, on the other hand, is part of planning for the future.

Affirmative action is taken to achieve equal employment opportunity. EEO is for everybody, but the cause for the creation of affirmative action is discrimination. Affirmative action gives breaks to minorities to offset the lack of breaks due to discrimination.

Career development is a part of every progressive organization. It creates more dedication and productivity among employees. Supported by management, it helps to achieve the long-range goal of organizational development.

Thus TAP and Crossover are not really career development programs. Accordingly, a suggested plan for combining them, an assignment this subgroup undertook at the suggestion of our liaison member of the Task Force, is included in this report as Appendix C. Members of the subgroup felt that, although it is very important, a library-wide affirmative action program is not integral to this report. A TAP-Crossover combination should not appear in the body of the report, where it might be misunderstood or misrepresented as a library-wide career development program.

Appendix D is concerned with the proposed TAM program, also a part of affirmative action. For the same reason, the subgroup did not wish to include it in the body of the report.

The Intern and DIP (Shared Cataloging Division) programs are orientation, not career development, programs. The Intern Program, like the High School Work-Study Program, does not automatically lead participants into a position or logical progression. These two programs are specialized types of recruitment. They do not fall under the heading of career development.

Training Office courses and Tuition Support could be considered part of a career development program if one existed. They could be integrated into such a program if one is created. At present, Training Office coursework, however, is for the most part related only to the staff member's current position; if so, then it cannot be considered career development in any direct way. In contrast, the intent of Tuition Support is to assist the employee in preparing for a career, but it is a loosely directed program in the career development sense. In other words, these types of training are not necessarily connected to a plan of orderly and possible progressions or horizontal moves within the Library. Often the goal is a vague hope of a better job "someday," not a preparation for a given career ladder.

The above programs do not constitute any sort of career development program. Career development, of course, does exist within the Library, but not on any deliberate, library-wide, planned, and organized plane. Random development is the result of luck, individual initiative, and the law of averages. It is like a lucky fortune teller whose predictions sometimes come true. She may claim to have foretold the future, and she has; but she cannot depend on any consistent recurrence of accuracy in her fortune-telling. If the Library is to have a well-developed staff, able to provide high quality services to users in an automated future, then the Library will have to do a little better than the fortune teller.

Conclusion

The strongest recommendations of this subgroup are for (1) study of the true minimum qualifications for all LC positions, (2) a Career Development Office that will interrelate all LC positions to show possibilities for horizontal and vertical movement and provide accessible and well-informed career counseling, and (3) ongoing pilot projects to test various training suggestions.

These recommendations reflect the basic problem with which this subgroup is concerned: it is the perplexity of any given staff member who would like to advance at LC but is uncertain how to do so. This lack of knowledge of avenues for advancement has a destructive effect on staff morale and the quality of working life at LC. In order to have career development, two steps are essential: the Library must identify true minimum job qualifications and then interrelate all its positions. Without career counseling, even these steps will never suffice.

The subgroup is fully aware that such a program will take years to be accomplished. The time-consuming aspect is all the more reason for beginning now. Does anyone dispute that the requirements for a position should be accurate? Does anyone see interrelating LC positions as a pointless gesture? Who doubts the value of well-informed career counseling? The path we suggest is both obvious and necessary. Let us not slip into the pitfall suggested by Edgar Allan Poe in "The

Imp of the Perverse": "We have a task before us which must be speedily performed. We know that it will be ruinous to make delay.... It must, it shall be undertaken to-day, and yet we put it off until to-morrow; and why?"

QUALIFICATIONS ANALYSIS AND ASSESSMENT OF POTENTIAL FOR SUPERVISORY POSITIONS

Name of Candidate	Position	Grade

1. **INSTRUCTIONS FOR DETERMINING JOB REQUIREMENTS:** Complete column A by entering "D" for an ability which is desirable; "I" for an ability which is important for acceptable performance; or "E" for an ability which is essential for top quality performance.

2. **INSTRUCTIONS FOR RECORDING JUDGMENTS OF CANDIDATE'S POTENTIAL FOR SUPERVISORY POSITIONS:** Mark that column C through F which best expresses from your firsthand knowledge, your judgment of the probability of the candidate's success in the position to be filled. If your knowledge of the candidate's ability or potential was learned from someone else, mark column F, "Don't Know."

Importance of ability (A)	Supervisory abilities and traits (B)	True of him (C)	More true than false (D)	More false than true (E)	Don't know (F)
	1. SUPERVISORY ABILITIES The candidate would:				
	a. Define assignments or projects clearly				
	b. Plan and carry out assignments effectively				
	c. Delegate authority and responsibility and work with and through others effectively				
	d. Instruct, guide, and review the work of others effectively				
	e. Establish and maintain high standards of quality and quantity for the work produced				
	f. Be fair and objective in dealings with and judgments of subordinates				
	g. Understand the theories and techniques of sound personnel management in dealing with employees, both individually and in groups				
	h. Motivate, train, develop, and guide employees of varied backgrounds and skill levels effectively				
	2. ORGANIZATION AND MANAGEMENT ABILITIES The candidate would:				
	a. Devise economical and effective organizational or operational plans and procedures				
	b. Establish program objectives or performance goals and assess progress toward their achievement				
	c. Adjust work activities and schedules to meet emergency conditions or unanticipated requirements				
	d. Understand, interpret, and gain support for management goals and objectives				
	e. Develop improvements in or design new work methods and procedures				
	f. Coordinate and integrate the work of subordinate employees or organizational segments effectively				
	g. Resolve organizational, management, personnel, and technical problems				

Suggested Resolutions

The following is a list of suggested resolutions to the differences itemized above.

I. Educational Requirements

There is no reason why LC's upward mobility training program should not reach high school graduates, college graduates, and even staff members with graduate degrees _if_ (1) they are in a GS/GT-8 or below non-professional position, (2) they could not compete for a given position under a regular posting, (3) they are in dead-end positions, (4) they have skills and abilities as yet undeveloped which the Library could use, (5) they can be trained by the Library to serve in better-paying jobs, and (6) _they do not have to compete with one another_. Item #6 is the linchpin. No one objects to the Library's giving any staff member an opportunity to train for better-paying work if the competition is fair. No one feels a degreed applicant should be penalized for having an education. In today's job market, however, a high school graduate competes with an abundance of degreed applicants who are unemployed or underemployed. If the high school graduate must contend with the same competition in an affirmative action program, his or her chances for advancement are considerably reduced.

The Library can take affirmative action to advance an employee who with his or her own resources or with tuition support has earned a degree or degrees. The employee should not be penalized and dead-ended forever for having an education which may be unrelated to the majority of the Library's activities and of no great assistance in helping him/her advance. The solution seems to be to have separate postings for different educational levels. In fact, this solution may encourage more affirmative action postings (as well as assure fairer competition for the jobs). The program should include as many postings requiring a high school diploma as possible. Other postings may require two years of college or a bachelor's degree. Staff members with graduate degrees irrelevant to the posted position could compete with the college graduates, since their number in GS-8 positions or below is not sufficient to warrant separate postings.

The criteria for the program should exclude those who have the educational credentials for promotion to the position under a regular posting--and not necessarily those who have other educational qualifications. As a general principle, however, applicants having greatly disparate educational qualifications should not compete against one another for affirmative action positions.

II. Time-in-Grade Requirement

Crossover's basis for excluding this requirement in the past was that a person's work experience is not necessarily related to the posted position. In the future, however, all Crossover postings will include this Civil Service requirement.

III. Selection Process

The initial Crossover screening interview is costly, time-consuming, and of doubtful benefit. The number of applicants to be interviewed makes formation of an identical committee more difficult. The same selection panel would have to be available to interview 20, 50, or even a hundred or more applicants! Varying the committee's makeup might be unfair. A pre-interview screening on the basis of the application and the supervisory evaluation could and should narrow the field of candidates under consideration.

The selection panel should be uniform for any given position. This panel, composed of the TAP Program Coordinator (retitled for the library-wide program) or his/her designee, the department's representative on the Librarian's Affirmative Action Advisory Committee or his/her designee, and a staff member who knows the work involved in the posted position, should interview the top 12 candidates (or any other limited and agreed upon number of semi-finalists). Two members of the panel will be present at all interviews in the department's part of the program, and the third panelist will vary with the division or office or even with the position. After the panel chooses three finalists, the first-line supervisor or the section head in the division should interview them. The recommendation can be made by the director.

If certain positions require oral communication skills, the interviews may be weighed heavily. Where related experience is a primary consideration, the work described on the application is a highly significant selection factor. As long as the selection panel agrees on the criteria and gives various factors equal weight in judging candidates' qualifications for a given position, the process can be fair. The criteria must be ranked, i.e., given appropriate weight for the position involved; then the weighed factors must be justified, made known to the applicants, and applied fairly to all.

IV. Salary Administration

The Library could eliminate staff members above the posting level from consideration as the TAP program has done this year. The ceiling level for TAP, however, is GS-8, and this requirement effectively eliminates them from the program. TAP and Crossover postings start no higher than GS-7; if a GS-8 is restricted from dropping a grade, how then can he or she participate in the program? The Library could include GS-9 postings in the program or return to the previous policy of permitting staff members to drop to a lower grade.

The present TAP solution is a convenient one, but it disadvantages GS-8 level staff members. For the most part, they do not have promotion plans and they are nonprofessionals. How then can they advance?

A possible solution is to have the staff member retain his grade during the training period. After all, it is training; why should a staff member be disadvantaged by an affirmative action program designed for advancement? At the end of training, the successful appointee may take some time to advance an additional step in the promotion plan (i.e., since he/she is already at the second step in the ladder), but no loss will have been incurred by participation in the program. Unsuccessful applicants will not lose any income in returning to a position comparable to their former ones--unlike unsuccessful applicants who were promoted into the program in the first place. Obviously, there will be problems with this solution, since the new appointee will be working with other, trained staff members at the same grade. In the alternative, rewarding a successful applicant in an affirmative action program with a demotion seems fundamentally antithetical to the purpose of the program.

Members of this committee have discovered through recent Civil Service Commission training that the promotion rule (at least a two-step increase) no longer applies when an individual leaves an affirmative action position and returns to a former, higher grade. Thus the staff member can take a demotion in grade, yet receive a comparable salary; if the employee fails to meet the terms of the training agreement, a return to the former grade results in no increase in salary.

V. Training Agreement

As of this year, Crossover positions will include training agreements.

VI. Evaluations

The informal three-month evaluation is a good idea and could, at least, be optional in the program. The Crossover form for periodic (semiannual) performance evaluation asks the supervisor to describe the incumbent's academic training and duties during the six-month period. Such a form could be used library-wide because it appraises both performance on the job and progress under the training agreement.

VII. Promotions

There need not be a promotion at the end of the training period if there are extenuating circumstances. With the mutual agreement of the immediate supervisor and the appointee, the period may be extended. In other words, there should be an option to continue training, and, in effect, there is such an option now although it is exercised infrequently. Returning the appointee to a position comparable to her/his previous one is not a satisfactory answer if the staff member is progressing and if the Library has spent a good deal of time training her/him. Unsuccessful completion of the training period is itself a rare occurrence, however, and extension of the training period might well remain a seldom exercised option.

Certain positions may require more training than others, but targeted positions and selected applicants should be matched to the degree that more than two years of training should not normally be necessary.

VIII. Unsuccessful Completion

Returning the staff member to exactly the same former position only accents the "failure." To allay the effects of unsuccessful completion or unsuccessful participation in the program, the Library would do well to assign the person to a "similar" position rather than the "same" one. Leaving the program would be less difficult for the staff member, who might still have better opportunities for advancement in a new position than in the former deadend--an unpalatable alternative.

Liens on former positions are of no particular advantage to the staff member (who is likely to successfully complete the program), while they restrict the Library from filling the positions on a permanent basis. Instead, the hiring department, having made the selection of a given candidate, should assume the responsibility of reassigning or transferring the person in the event of unsuccessful participation in the program.

IX. Superficial Differences

Once the basic differences are resolved, a new name and a new color can be used to identify the program and its forms.

TAM and Manpower Planning

One way for the Library to ensure that there will be an adequate supply of properly trained and qualified staff to reach its goals and to operate its new technical systems is the proposed TAM (Training for Accelerated Mobility) program. TAM will attempt to identify dead-end organizational units on the one hand, and likely future position vacancies, on the other. A given number of TAM appointments would be established, and after a selection process similar to TAP, the participants will spend up to twenty duty hours a week training for specifically identified future vacancies. At the end of a given participant's individualized training plan, he or she will receive a certificate of having the minimum qualifications for the target position. This program is a means of developing manpower through affirmative action; a well planned TAM program could aid the Library in filling future needs and attaining future goals.

If approved, TAM will become part of LC's Affirmative Action Program; and if TAM is correlated with a library-wide career development program, it could be highly effective. The proposed Planning Office, responsible for manpower planning, could assist in projecting the best future vacancies for the program. The proposed Career Development Office could assist in identifying dead-end organizational units and/or positions and in designing appropriate training plans to prepare staff members for target jobs. With a well-organized career development program, upward mobility and affirmative action can be more effective and significantly accelerated.

UNITED STATES GOVERNMENT

Memorandum

LIBRARY OF CONGRESS

TO : Kimberly Dobbs and Louis Mortimer
Chairmen
Subcommittee on Training and Career Development

DATE: July 16, 1976

FROM : Bud Hardison BH
Chairman
Subgroup on Staff Communication

SUBJECT : Staff Communication in LC: Findings and Recommendations

Achieving effective communication is often the illusory goal of management and employees alike. The success or failure of an agency's programs and objectives may often be determined by its communication system. It has been the objective of the Subgroup on Staff Communication to define problems of staff communication in LC and recommend alternatives for solution.

For the purposes of this report communication is defined as "a mutual exchange of facts, thoughts, opinions, or emotions. This requires presentation and reception, resulting in common understanding among all parties. This does not necessarily imply agreement."[1]

Communication may be formal or informal, downward or upward, lateral or diagonal, oral or written.[2] Formal communication usually follows officially recognized channels established by the organization structure. Downward communication flows from the head of the organization through each level of the hierarchy, is usually in the form of a directive, and serves as the basis for subordinate actions. Upward communication flows from the worker to the manager and informs, reports, and otherwise assures that management directives are being carried out to accomplish organizational goals. Lateral communication occurs between units or people on the same level in the hierarchy. It insures coordination of interdependent functions. Diagonal communication occurs between units not on the same level in the hierarchy and usually involves the rendering of staff advice to line operations.

---

[1] Journal of Communication, Spring, 1954.

[2] Management in the Modern Organization, Harmann & Scott, 1974.

Informal channels of communications, often referred to as the grapevine or rumor mill, are manifestations of man's need to communicate. Depending upon its operation and use, this type of communication may either further or obstruct the objectives of the formal organization. The grapevine has its advantages, for it can 1) speed dissemination of information, 2) fulfill man's desire to associate, and 3) inform management of employee views and perceptions. The grapevine also has its disadvantages, for it can 1) distort information, 2) unnecessarily arouse the anxieties, fears, and apprehensions of employees, and 3) bypass employees not in the mainstream of the informal organization.

The choice of oral or written communication will usually depend upon the nature and purpose of the information being communicated. Written communication has obvious advantages in that it facilitates widespread dissemination of information, provides a written record, and connotes a degree of formality. Oral communication, on the other hand, provides better understanding, saves time, and results in immediate feedback.

In the context of this discussion of communication, the subgroup offers the following observations and submits the accompanying recommendations for consideration by the Subcommittee on Training and Career Development.

Lack of Committment and Example in the Library Administration

The administration of the Library should make a statement of commitment to the cause of good communication, including 1) acknowledgement of the necessity of allowing staff time for meetings, 2) soliciting staff ideas and reactions, 3) establishing permanent suggestion boxes in common areas, 4) adopting the attitude of having services meet needs, and 5) communicating its information honestly and quickly.

Existing Channels of Communication

We must begin by effectively using the existing channels of communication. An effective section head, division chief, or department director will regularly meet with the staff under his or her supervision to transmit information and to solicit input. Observation and staff complaints indicate that some supervisors are simply not doing their jobs.

1. It is recommended that position postings for supervisory positions include the minimum requirement of "demonstrated ability to communicate effectively."
2. Performance evaluations for supervisory staff should include an appraisal of how effectively they communicate to and solicit input from those they work under and over.

3. Staff meetings should be scheduled at regular, known intervals. Suggestions for the agenda should be solicited from the respective staff.
4. Minutes of supervisory meetings and monthly reports should be circulated among staff of the respective units so that staff members are aware of projects in which they are directly involved and of policy decisions and procedural changes which affect their work.
5. Supervisors should perform a part of the new employee's orientation, reinforcing basic points covered in "New Employee Orientation" and following specific guidelines in orienting new staff members.

Orientation of New Employees

Employees should be exposed to a three-level orientation. At the start of employment, a "New Employee Orientation" should be conducted. This would include a general overview of the Library and related personnel policies and regulations such as pay, leave, benefits, and work hours. Second, all supervisors should follow up with job related information and insure that all basic points have indeed been covered. After the employee has had sufficient time to become generally familiar with the work environment, there should be a more in depth orientation to the Library's overall activities and to how the employee fits into the big picture. This should be a session presented on the communication level necessary to make the information profitable and informative.

Sharing of Information Among Professional Staff

There is a need for more sharing of ideas and experiences among Library staff, especially at the professional level. Interdisciplinary and technical seminars, ad hoc roundtable groups, informational forums, newsletters, and meetings are means of communicating such ideas. By means of the Library's official staff education program, staff should be encouraged to attend in person or via video-tape.

Isolation of Operational Units off Capitol Hill

The isolation of units off Capitol Hill has been recognized as a problem area since the then Card Division moved to the Navy Yard Annex in 1964. Recommendations for improving communication among all LC units include

1. The Library should have taped and video-taped staff programs and meetings. Some LCPA programs would be adaptable to such formats as would the CRS seminars.
2. The Library should provide more frequent and reliable shuttle service and mail service. It is suggested that the needs of outlying groups be surveyed and the support service accomodate those needs.
3. The Library should encourage visits to work areas usually dealt with by phone, so that the staff involved can meet and observe one another's methods of operation.

Informational Necessity and Informational Courtesy

The definition of information importance and the practice of informational courtesy need improvement. Management and staff appear to suffer from a lack of information necessary to carry on operations smoothly and to foster morale among employees. An attitude of cooperation rather than information hoarding should be practiced and encouraged. Practices which could contribute to such an atmosphere are 1) evaluation of supervisors' communication abilities, 2) interdepartmental and interdivisional meetings,

3) more staff orientation more often and by persons involved in the everyday operations, and 4) promotion of and encouragement of participation in professional meetings and seminars.

Sign and Directional Information

Directional information should be available to the staff as well as the public. Staff are housed in many different areas and are often familiar only with a portion of the Library. Expansion of the signs, pamphlets, and directional information is encouraged. Use of international standard symbols is recommended for as many applications as possible. Video-tape presentations, floorplans, and basic pamphlets on "How to find What Where," available at the main entrances, would be useful to visitors and could also be used in the orientation of new employees.

In conjunction, the Library should review its capabilities in the area of communicating to special audiences such as the handicapped and non-English speaking.

An Internal Information Organization

The Library of Congress Information Bulletin attempts to serve the professional needs of the library community at large, the informational needs of the staff, and the archival needs of the institution. If these functions were separated, the various audiences and purposes would be better served.

The subgroup proposes a Library-wide newsletter/calendar which would include personnel changes, staff activities, schedules of meetings, and professional programs, and informational articles which explore the various activities in the Library. Other topics could be explanations of new or revised LCR's and progress reports on special programs such as Affirmative Action.

An adjunct to this in-house organ would be the coordination of briefings and technical seminars, especially among units which require exchange of specialized information. Rumor control could be accomplished via the newsletter and/or a phone line in response to specific questions and suggestions.

Newsletters of separate departments or organizational units are an alternative. Newsletters should also serve as a two-way channel of communication.

Availability of a Professional Reading Room

Professional staff involved in library science and information science-oriented positions should have ready access to current professional literature. A reading room that would have professional journals readily available and that would be conducive to comfortable use is necessary to broaden the awareness and scope of the Library's professional staff.

Summary

The subgroup supports an effective communication system which would serve the needs of our large, formal organization. Such a system should include 1)a formal channel of communication which is understood by all members of the organization, 2) an appropriate balance between oral and written media, 3) sufficient feedback to insure a common understanding between the sender and receiver, 4) effective listening on the part of management, 5) adequate upward communication to avoid overreliance upon the grapevine, and 6) periodic assessment of the adequacy of formal channels of communication.

This report reflects the combined ideas and thoughts of the Subgroup on Staff Communication: Bud Hardison, Catherine Croy, Ruthann Ovenshire, James Richardson, and Susan Vita.

UNITED STATES GOVERNMENT

Memorandum

LIBRARY OF CONGRESS

TO : Kimberly Dobbs and Louis Mortimer
Chairmen
Subcommittee on Training and Career Development

DATE: June 30, 1976

FROM : Jeanne Temple JT
Chairwoman
Subgroup on Counseling and Guidance

SUBJECT : Counseling and Guidance Services of the Library of Congress

The four members of the Counseling and Guidance Subgroup (Phillipa Butler, Tom Miller, Frank Seidlinger, and Jeanne Temple) first met on May 26, 1976 and, in the first two meetings, drew up a question guide (attached) to use in interviews with the Director of Personnel, the General Counsel, and key persons in departmental offices, Health Services, Personnel Operations, Placement and Classification, Employee Relations, and Training. Data and impressions from these interviews were exchanged in four additional meetings. Approximately 22 hours of discussion took place in all.

Since one of the initial problems was terminology, the next several paragraphs are an effort to explain the Subgroup's view of the terms, "counseling" and "guidance," which are often used indiscriminately.

Counseling, in general, is the use of psychological methods to ascertain the interests of and give professional guidance to individuals. Hence, it encompasses both the functions of counseling in its specific sense and of guidance.

BUY U.S. SAVINGS BONDS THROUGH THE PAYROLL PLAN

Counseling in its specific sense is concerned with the psychological aspects and the subjective needs of the individual. It is the effort to enable the individual to view himself and his needs more realistically so that he will be better able to cope with the pressures placed upon him by his peers, his vocation, his family, and society. The individual is made aware of the alternatives open to him; he makes his own selection, and he alone is responsible for his decisions. His self-respect and self-esteem are reinforced and/or reestablished. Through counseling the individual is helped to move toward the self-actualized state of being, that is, to function as closely as possible to his maximum potential.

Counseling in this sense, at the Library of Congress, is conducted primarily in the Health Services Office in a professional manner. Its present program seems well conceived and limited only by the availability of space, staff, and funds. Long-range planning is apparent.

Guidance, on the other hand, focuses primarily on the objective needs of the individual. It is the act of assisting the individual through the acquisition and dissemination of information of a vocational and educational nature. It involves the giving of advice, an act which is viewed with opprobrium in counseling.

It is the guidance role which is more widely exercised in the current Library structure. The Library offers Employee Development Specialists and Employee Relations Specialists, that is, guidance counselors, as well as other staff who give information and advice on particular matters (legal, insurance, financial planning, retirement, classification, etc.). The success of this guidance effort is heavily dependent on several factors: commitment by management, communication, staff, and resources.

Management

In order for the Library to have a truly effective guidance program, we believe that management must more clearly define its commitment in this area. In so doing, management may wish to institute a survey of guidance programs in other government agencies and, perhaps, even to engage a consultant in this field. The planning function needs much more emphasis.

Communication

Serious thought should be given to providing for more active interaction between staff members in the offices concerned with the guidance and counseling effort. Consultation and referral, both external and internal, must be an on-going process of these offices. No office or staff member is inferior to another or should feel so, as sometimes seems to be the case; rather we should all be united in our effort to achieve the same ultimate goal. Communication is the life-blood of counseling and guidance. For this reason, the geographic separation of the guidance function in the Training Office from the other offices in Personnel appears to be a real problem, as evidenced by the need for a much closer working relationship between that office and the Placement and Classification Office.

Staff

The potential of the guidance staff of the Library must be utilized to the fullest extent. This end should be viewed within the context of the following approaches:

> 1. Delineate more precisely the job responsibilities of present and future staff. Allow the staff to specialize in their areas of expertise rather than to serve as generalists who are thereby limited in their capability to fulfill the needs of employees of the Library. In the Training Office, for example, academically trained guidance counselors should fulfill only career guidance functions rather than also engage in training activities. A separate position description should be established for course instructors, thus allowing for full-time professional guidance capability.
>
> 2. Give serious consideration, as position vacancies arise or through added staff, to the hiring of professionally trained guidance counselors to achieve a two-fold purpose: to provide a better balanced staff--which consists primarily of experientially trained guidance counselors--and to bring to the Library the necessary professional expertise.
>
> 3. Encourage continuing education by making time and funds available. This has a regenerative effect and is especially vital for guidance counselors, who should receive exposure to new ideas and techniques to keep abreast of their profession.

Resources

Without the necessary tools--expertise, factual information, and time--it is impossible for guidance personnel to carry out their functions in a responsible manner. This is particularly apparent in the area of career guidance.

Two counseling (guidance) concerns have already been brought to the attention of the Task Force. The major one, career guidance, also surfaced significantly in our discussions as one of the problem areas of the Library. At present, career guidance appears to be limited, for the most part, to the Tuition Support Program in the Training Office. But we and many other employees are thinking of career guidance in a broader context and especially in terms of specific information and advice on job possibilities within the Library. Because of this, we think that management must clearly determine the kind and scope of a career guidance program it believes is practicable for the Library and will vigorously support.

Furthermore, we recommend that serious thought be given to the creation of an office or section whose sole function and responsibility is career guidance and that it be staffed with personnel professionally trained in this field. Some of us would like such a staff to include one person thoroughly versed in and attuned to the employment and advancement situation of women. Finally, effective career guidance cannot take place in isolation. It must be supported by carefully detailed information on occupational series extant in the Library, job qualification standards and skills, substitution possibilities (experience for academic background, special courses, related fields, etc.), frequency of turnover in all types of jobs, and career ladders developed with intersecting horizontal lines of movement in jobs. Admittedly, the compilation and development of such information would be a large-scale project but one fundamental to substantive career guidance.

The other concern mentioned to the Task Force was retirement counseling. In our inquiries, reactions to the need for this type of program have varied so widely that this matter needs further study. In view of the feeling of some that management initiative in setting up such a program or service could be misinterpreted as pressing employees into earlier retirement, it may be that a retirement guidance program should be left to employee or special interest groups in the Library.

In closing, we would like to acknowledge the friendly cooperation and valuable assistance given to the members of this group by all the persons contacted in our survey. We commend them all for their serious interest in providing increasingly useful counseling and guidance services to the staff of the Library of Congress.

UNITED STATES GOVERNMENT

Memorandum

LIBRARY OF CONGRESS

TO : Kimberly Dobbs and Louis Mortimer
Chairmen
Subcommittee on Training and Career Development

DATE: June 25, 1976

FROM : Arthur J. Lieb Arthur J. Lieb
Chairman
Subgroup on Intern Programs--Apprenticeships

SUBJECT : Recommendations

This subgroup (Beverly Brannan, Catherine Croy, Rhoda Newman, Judith Schmidt, Eugene Walton and myself) held its organizational meeting on May 27, 1976 and met twice each week through June 11, 1976, for a collective total of approximately 32 hours. The subgroup is pleased to present the following recommendations to the Subcommittee on Training and Career Development. These recommendations evolved through group discussions and the study of reports made by several advisory groups, individuals, and recent intern groups.

In the process of analyzing the present Intern Program this subgroup recognized that the Program is in response to a need that no longer exists, i.e., a device to attract good, recent graduates of library schools. The present job market makes it no longer necessary to maintain the expensive Intern Program. The subgroup therefore makes the following recommendations.

I. The Intern Program, in its present design, should be terminated.

In its place the subgroup recommends consideration of a broader system of recruitment and professional and management development. A sample design follows.

BUY U.S. SAVINGS BONDS THROUGH THE PAYROLL PLAN

II. The Library of Congress should improve and intensify its recruitment of professional personnel.

A. The Library should actively solicit and encourage interest in the Library of Congress from individuals with the great variety of knowledge and expertise available nationwide. This should be an active outreach program to academic and vocational institutions, library science faculty members, librarians and other professionals, and professional organizations and meetings. Familiarization sessions for students, faculty members, and professionals from outside the Library can be developed with the aid of interest groups who may be willing to financially support such programs.

B. The Library should actively recruit for specific positions.

Recruitment can be accomplished by means of visits to the aforementioned institutions by someone qualified both factually and personnally to represent the Library of Congress, with greater emphasis placed on librarians and non-personnel professionals. Overall administration of this effort should, however, be the responsibility of the Office of Personnel.

Brochures listing the areas of expertise and/or experience needed by the Library of Congress at a particular time should be developed and constantly updated. These should be written in everyday language rather than "bureaucratese" and should describe not only the qualifications but also the everyday duties. These brochures could be distributed via mailing lists, professional meetings, and so on.

The Library's recruitment effort should also take advantage of work study programs, summer internships, and in-house position exchanges.

C. The development of a recruitment mechanism within the Library is also recommended.

Identification and utilization of resources readily available should be encouraged. Two possible avenues are the Personnel Data File (PDF) and the education of staff regarding the kinds of positions in the Library of Congress.

This overall effort should meet the Affirmative Action and subject expertise needs in addition to general needs of the Library.

III. The Library should develop a Professional Development Program.

The objective of the Professional Development Program is to provide selected Library staff members with the opportunity to learn about the variety of activities that exist within the Library. The Program would also provide its participants with the opportunity to complete an approved project that would be of benefit to the Library of Congress. The Program would not promise or guarantee a better position.

This subgroup's model for the proposed Professional Development Program includes A) qualifications, B) application, C) selection, D) the phases of the program, and E) the final report.

A. Any staff member with two years of continuous Library of Congress service is qualified to participate in the Professional Development Program. Participation in the Professional Orientation Program would be a desirable prerequisite (See number 6 below).

B. Any Library employee may apply directly for the Professional Development Program. In addition to an application, the employee will submit a project proposal which outlines what he or she intends to complete during the Program and a justification of how the project will benefit the Library of Congress. Projects would not necessarily be limited to library science.

C. A selection committee of superiors and peers will select the candidates for the Professional Development Program. Project proposals might be reviewed by subject specialists. Membership on both panels should be revolving and staggered, with no member serving consecutive terms.

A selection process should be developed to insure that selection is made on merit. Complete anonymity can be used in evaluating project proposals and partial anonymity can be applied in at least the earliest stages of judging applications.

D. There must be insurance that the Program be of good quality. A full-time Program Coordinator should manage the Program and monitor it for quality control. The Professional Development Program would be in three phases.

1. Core Program

The first phase of the Professional Development Program would be similar to the existing Intern Program. A Library-wide committee would develop a schedule that would enable a participant to view the variety of activities at the Library. The Program should include as much actual work experience as possible.

2. Specialized Program

The second phase of the Professional Development Program would be tailored for each participant and the participant's proposed project. For example, if a staff member proposed studying the Library's system of recommending books for the collections, he or she would receive additional experience in the Copyright Office, those divisions under the Assistant Director for Acquisitions and Overseas Operations in the Processing Department, the Research Department, and so on. The duration of the second phase of the Program might vary, depending upon the scope of the proposed project.

3. Project

The third phase of the Professional Development Program would be completion of the incumbent's project. The incumbent would receive two work weeks to begin the project and thereafter would be given one work day each week for a specified period to complete it. By proceeding in this manner, the incumbent would be able to assume eighty percent of his or her regular duties.

E. A committee would be responsible for reviewing the incumbent's completed project. A report about the project would be published in the Library of Congress Information Bulletin. If appropriate, the project (e.g. a bibliography) could be published.

The Library should give serious consideration to any completed project. If, for example, an incumbent completes a project which proposes a reorganization of a certain division, the Library should consider enacting recommended changes.

IV. The Library should develop a Management Development Program

The purpose of this Program would be to insure a pool of well qualified individuals for future management positions or for future task forces in the Library of Congress.

The subgroup's model for the Management Development Program includes A) application, B) selection, and C) the program itself.

A. Individuals would submit applications for the Management Development Program. A minimum grade level and length of service would have to be determined.

B. An assessment center would determine if an applicant had potential management ability. Selection to the Program would be made on a merit basis.

C. The Library would develop in-house courses for Program participants. Core courses on library management would be presented by Library staff. Cognate courses would be taken at the Civil Service Commission. These would be conducted or taken during duty hours.

Participants would also be responsible for taking courses outside the Library and on their own time. The types of courses taken would be determined by the Library of Congress.

Upon completion of the Program the participants would become part of a pool of potential managers, and they would automatically be considered for all future managerial vacancies in competition with anyone who applied for those vacancies.

V. The Library should explore the possibility of developing apprenticeship programs.

Because of a lack of time, this subgroup was unable to consider apprenticeships. To the best of our knowledge no formal apprenticeship programs exist at the Library of Congress.

The subgroup feels that apprenticeship, where applicable, would be an excellent way in which to provide upward mobility for staff lacking formal training or special skills needed by the Library.

VI. The Library should redesign the Professional Orientation Program.

The successful implementation of the model outlined in sections II-IV of this memorandum is dependent upon a good Professional Orientation Program. It is recommended that the Professional Orientation Program emphasize the day-to-day activities of the Library and that more line staff (rather than division chiefs) make the presentations. The subgroup also recommends that the Professional Orientation Program be made available to the entire Library staff.

UNITED STATES GOVERNMENT

Memorandum

LIBRARY OF CONGRESS

DATE: July 14, 1976

TO : Louis Mortimer and Kimberly Dobbs
Chairmen
Subcommittee on Training and Career Development

FROM : William H. Underdue WHU
Chairman
Subgroup on Staff Orientation

SUBJECT : Final Report

The report of the Subgroup on Staff Orientation is hereby submitted.

Members of the Subgroup on Staff Orientation

Elizabeth Carl
Joyce Holmes
Peter Lu
Virginia Schoepf
Susan Tarr

BUY U.S. SAVINGS BONDS THROUGH THE PAYROLL PLAN

Report of the Subgroup on Staff Orientation

This subgroup of the Task Force Subcommittee on Training and Career Development defined its scope fairly broadly to encompass vital information flow to all staff members, whether they are new employees or old-timers who need an update. To set our study into context, we first investigated the current handling of new employees and contemplated the existing flow of information to employees in general. In the first section of this report we simply record the findings of our research and present short-term suggestions which can be implemented immediately without a major reorganization of the orientation program as it now stands.

In the second section of this report, we present recommendations on how we envision the orientation of LC staff in the near future. This latter section is, of course, not nearly as detailed as the first, but we have tried to designate individuals we think would most appropriately be assigned to "flesh out" our plan.

Within each section we discuss the handling of new employees apart from the discussion of training for tenured employees, and we concentrate on the former because there are other subgroups dealing with continuing education for staff members.

Finally, we have appended a suggested questionnaire (Appendix A), which might be distributed by the Task Force in an attempt to evaluate current orientation efforts as well as committee proposals contained in this document.

The Status Quo

I. The Current Process of New Employee Orientation

A. Personnel Operations

On their first day, new employees report directly to MB G-124, where a personnel staff member leads them through the process of form-signing, fingerprinting, and picture-posing (for the identification cards). According to Assistant Personnel Operations Officer Ralph Adams, the personnel representative begins the session with a half-hour talk about employee rights, benefits, paydays, fringes, and leave regulations. The Civil Service Commission and its jurisdiction in the Library of Congress are explained. LC and You, a self-explanatory pamphlet, is included in the folder which is distributed to each employee after the introductory speech. Employees are reportedly referred to the Training Office orientation for further information.

Short-term recommendations in this area relate to our fundamental assumption that there is essential personnel information that every employee is entitled to know, and this session, in addition to being a form-filling exercise, should be viewed as a sort of "reading of rights" to new staff members. Whether or not some topics are covered should not be left to the memory of an individual staff member working within stiff time constraints, but should be programmed, by charts or other visual aids; important points should be clearly emphasized during the presentation. These vital topics include

1. an employee's right to see his personnel file and how to go about it,
2. the fact that life and health insurance are not mandatory,

3. comparative information about insurance options,
4. payday schedule, and the exact date that the first paycheck will be issued,
5. overtime and compensatory time policy,
6. sick and annual leave policy,
7. the significance of the Hatch Act for LC,
8. the meaning of "temporary," "indefinite," and "permanent,"
9. explanation of the conditional period,
10. direct encouragement to attend the Training Office orientation session (mention of the exact date of the next session and specific location of events), and
11. before departure, specific instructions on how to get to respective department offices (or each department on the Hill could send a representative to guide its employees to the department office).

Mr. Adams gave our subgroup representatives a sample folder, which they subsequently examined. Suggestions to improve the folder's contents include the following.

1. Provide a cover sheet or table of contents describing each item and indicating due dates for each form that is not filled out immediately.
2. Staple the cover sheet and New Employees Orientation agenda to front of folder and draw attention to both.
3. Make sure a complete explanation of the folder's contents is given during the session. The person in charge of the session should be able to answer all questions about the various forms.
4. Design and include a directory and/or map of the Library which shows the location of major places in the LC and TJ Buildings, e.g., personnel offices, cafeteria, snack bars, Main Reading Room, and so on.

5. Enclose a map of the stacks.
6. Include a reprint of Library of Congress Information Bulletin article on life insurance (Appendix B).

B. Supervisor's Briefing of New Employees

The present status of supervisory orientation of new employees is difficult to summarize because there are no checks on it, and thus individual supervisors have been permitted to develop (or fail to develop)their own patterns of handling new employees. We heard stories of people who were not even introduced to their official supervisors until weeks or months after employment by LC! We view the supervisor's briefing as a unique opportunity for a Library official to welcome an employee and make him feel at ease, while at the same time presenting details about the work environment (lunch and break practices, fire exits, restrooms, nearest health room, etc.) and reinforcing information learned at the Personnel Operations session.

There is a Supervisor's Checklist for the New Employee (LW 8/73, see Appendix C), but few supervisors presently use it and many are not even aware of it.

C. Training Office Orientation

The New Employee Orientation sponsored by the LC Training Office is typically available to a new employee no earlier than eight days after entry into the Library. The Library normally brings employees on at the beginning of each pay period, a Monday, and the Training Office program is scheduled for the second and fourth Tuesday of every month. Employees are scheduled for this orientation by the

Training Office when it receives a list from Personnel Operations after the employees have begun work. Notification is then sent from Training to each department, and the department in turn notifies the designated participants by methods which vary from department to department.

To avoid the delay necessitated by transfer of lists and shuttle bus maneuvers, we recommend that scheduling of employees for the Training Office orientation be handled by Personnel Operations. An individual announcement (or reminder, since this orientation session will have been announced in the first-day session) should be sent to each employee, a complete list sent to the Training Office, and a departmental list sent to each department for notification of supervisors.

An agenda for the Training Office's New Employee Orientation may be found in Appendix D. However, one member of this committee attended the session in April and recalled no mention of employee placement and promotion, sketchy coverage of employee privileges and activities, no coverage of training and development at LC, and no mention of LC security practices. A check-off list filled out by a new employee at the June 22 orientation program (see Appendix E) confirms some of these areas as oversights in the presentation. We strongly recommend insurance of the inclusion of these topics, particularly those which fall into our "vital" category. In addition to the above, we suggest the following actions.

1. Issue name plates to new employees rather than take program time to introduce them individually.

2. Replace the Britannica film on LC with a current slide show (a convenient way to introduce LC officials, i.e., slides of the Librarian, Deputy Librarian, etc., in action).

3. Include a brief discussion of employee book-borrowing privileges and how to register for them.

4. Coordinate the contents of the program with currently existing departmental programs, so that repetition is intentional for emphasis.

5. Institute a regular evaluation and feedback mechanism.

6. Make sure the shuttle drivers check the "wait here for shuttle" bench before departing the LC Building.

D. Departmental Orientations

Departmental orientations are in regular operation in the Congressional Research Service and in the Copyright Office. The Processing Department has prepared a program which has been used a few times and is now being revised for future use. The Law Library plans to develop an orientation for its employees. Divisional orientations exist in both Shared and Descriptive Cataloging, and presumably there are others.

Content and duration of these programs vary, but most seem to concentrate on work flow, objectives, and organization. Some include information on personnel matters, and some do not. Although CRS and Copyright have geared their orientations toward new employees, Processing Department hopes to be able to use its program with library student tours as well. Immediate suggestions for these programs are the following.

1. Each department should be required to initiate such a program. The departmental level seems the logical place

2. The departments and the Training Office should communicate with one another periodically regarding the content of their respective orientations so that each can make the most efficient use of its time with new employees.

3. Slide presentations should be used. These have the advantage of being easily updated, and they can be designed for modular use cheaply, with whole sections of slides being removed or inserted according to the needs of a particular group.

II. Information Process for General LC Staff

Updates for the staff in general are now sporadically provided by the offices involved when some dramatic change is occurring, such as the new Labor-Management Program or the latest automation developments in the Processing Department. The Library of Congress Information Bulletin, LCPA Newsletter and programs, various departmental newsletters, involvement in union or other employee group activities, and conversations with fellow employees are the major means of keeping abreast of gradual changes. We encourage each department 1) to develop a regularly published newsletter and 2) to be sensitive to new internal developments which might benefit from a special introduction for departmental staff (or staff from other departments who may interface with the project).

Formal programs for orienting the general staff (excluding supervisory training) are now limited to select groups (e.g., Professional Orientation Series and the LC Intern Program).

Long-Term Recommendations

I. New Employee Orientation Process

We see an effective process of orienting new LC staff members as realizing several goals:

Goal One:	to provide the employee with essential information on how to "survive" in the Library (i.e., "reading of the rights"),
Goal Two:	to give the employee a foundation of historical background and an introduction to the Library's objectives, services and needs,
Goal Three:	to welcome the new employee and give him a sense of identification with the institution, and
Goal Four:	to help the employee develop an awareness of the importance of his own work and how his job relates to other units, sections, divisions and departments of LC.

We recommend that the Library develop a two-day orientation for new employees, to be conducted on the Monday-Tuesday beginning each pay period. The present system of a minimal 8-day lag between beginning of employment and New Employee Orientation seems to be long enough to lose employees who might attend if the session were held on the second day, but not long enough for employees to gain experience sufficient to enhance their understanding of what is presented.

This expanded session would be coordinated by an administrative assistant in the Personnel Office, who would insure that all pieces of "essential" information were conveyed at least once during the program and would determine which items needed the emphasis of repetition. We have located this coordinator in the Office of the Assistant Director for Personnel, because this office oversees most of the areas which must be represented in the orientation (i.e., Employee Relations, Health Services, Personnel Operations, Placement and Classification, Training, and Affirmative Action).

After a brief welcome to the Library (perhaps by the administrative assistant) and an explanation of the schedule for the employees' first two days, the Personnel Operations staff should be given about an hour to direct the new employees through the fingerprinting and picture-taking processes and the filling out of only those forms which are necessary to the initiation of employment. At this point there will be no discussion of personnel matters or procedures other than those which relate to these three activities (e.g., payday schedule, the use of the identification card). This first hour should be handled as expeditiously as possible, with monitors available to direct employees to and from areas whose locations may not be known to the employees (e.g., the Special Police Office).

If the completion of these activities is not simultaneous for those present, employees who finish early should be directed to the snack bar to take a brief break.

A. Briefing on the Library

The first substantive part of this first-day program will be a two-hour briefing on the history, mission, and organization of the Library. This session could well be handled by the Training Office by building on what is currently presented during the first hour or so of the present New Employee Orientation. However, we would encourage the inclusion of a Library historian (for example, John Cole) on the program, in order to vary the speakers and offer more than one perspective on what the Library is and does.

We would encourage a heavy concentration of visual aids in this session, e.g., organization charts, slides of the annex buildings, and the slide show on Library officials mentioned earlier. And, whenever possible, we would hope this briefing could be held in the Whittall Pavilion or Wilson Room, for the historic flavor that each might add to the presentation.

Following this session there will be a break for lunch, preceded by a brief description of local eating establishments (with a warning about time constraints) and directions to the LC cafeteria.

B. Library Tour

After lunch, the Information Office will conduct the tour of the Library of Congress Building, and the Processing Department will provide its one-hour tour of the Thomas Jefferson Building (currently conducted for library school visitors, but not new employees). We strongly recommend that sufficient preparation be made to have one tour guide available per every ten new employees. If this presents a hardship to the Information Office, the burden could be eased by conducting simultaneous tours in Processing and the Library of Congress Building and switching groups after the first hour is finished. The Library of Congress Building tour should include a discussion of CRS and, at least, a peek into the Congressional Reading Room.

It is important that these tours be coordinated with the morning's briefing on history and organization of the Library, so that certain points in that session can be expanded, emphasized, or exemplified visually in the tour. As the guide is walking the group through the building, he should take a minute to point out health rooms, posting boards, the personnel offices, and the Librarian's hall, in addition to the historic points of interest.

C. Briefing on Personnel Matters

When the tours are finished and the new employees have been given a few minutes' coffee break, they will reconvene to get the first part of their personnel briefing. The essential item in this Monday session is the material that must be taken home, read over, or discussed before the next day; this would include life and health insurance plans, income tax withholding statements, and any other papers which did not have to be filled out immediately that morning. A personnel operations official should introduce each of these items, explaining the employees' various options with respect to each, and announcing his/her availability to answer questions on any of the materials the following morning.

If time permits, coverage of employee services can be initiated in this session, to be completed the following morning. Services to be covered include:

1. Health Services,
2. Employee Relations Office and its functions,
3. training opportunities at LC,
4. safety,

5. security
6. Equal Employment Opportunity
7. Affirmative Action programs
8. employee organizations (WRA, LCPA, Unions, etc.),
9. Federal Women's Committee, and
10. LC loan privileges

We recommend that staff responsible for each service covered be invited to make their own presentations, rather than have someone from personnel or training generalize on all the services.

The Tuesday morning session will pick up where Monday evening left off--with a question-and-answer forum on insurance and withholding forms and completion of the services presentation.* The closing section of this centralized briefing will be the presentation and clarification of essential personnel information, such as

1. placement and personnel classification practices at LC,
2. definitions of "conditional," "permanent," "temporary," and "indefinite,"
3. promotion policy,
4. supervisory evaluations and within-grade increases,
5. Grievance Procedures,
6. right to see personnel files (and locations),
7. overtime and compensatory time policy, and
8. sick and annual leave policy.

We would expect this session to break up close to lunch time. Department offices should send representatives to pick up their respective new staff members and guide them through whatever paperwork needs to be completed at the department level. Supervisors should either wait for the new staff members before going to lunch or assign others to greet them upon arrival.

*We have recommended to LCPA that they develop a "Where to go if you need..." guide/directory for employees. This might include such items as where to inquire about a salary advance, where to go if you need to lie down for a minute, where to find information on apartments in the area, etc. We would encourage participation of all employee organizations in orientation efforts, whether in the form of personnel or products.

D. Supervisor's Briefing

After lunch, the supervisor must sit down with the new staff member, explain broadly the organization and functions of the work unit, and review and clarify LC personnel policies as they relate to his/her work unit.

We recommend that the use of a supervisory checklist (see Appendix C) be mandatory, and that a clerical employee in the Personnel Office be assigned the task of receiving and checking in all completed checklists within a designated period from the employee's arrival. The checklists can be filed in the respective employee's personnel folder. The form should be signed by both the employee and the supervisor to insure its use. We have two recommendations regarding the substance of the checklist.

1. Items V through VII should be put in more direct behavioral terms, so that what has to be accomplished is very clear to both the employee and the supervisor before the item is checked. For example, item V should include the the statements, "Employee understands the work hours, the importance of punctuality and good attendance, and the sanctions on failure to comply with these regulations" and "Employee knows about the Library's practices regarding lunch periods and breaks," etc.

2. Item VIII (Follow-up) should be expanded into a separate form on which selected important items from the initial checklist are repeated. This checklist will be filled out in a supervisor/employee session 30 days after the employee's arrival, to make sure that vital information was not lost in the barrage confronting the employee during the first two days. This meeting might well be combined with a supervisory feedback session on the employee's progress during the first month.

E. Departmental Orientations

We recommend that each department be required to develop an orientation program to be presented at least semiannually to all its recent hires. We further recommend that each department build into the process a way to revise its program systematically to reflect changing conditions. The programs should be coordinated with the Library's central orientation by the administrative assistant in the Personnel Office mentioned above. The Assistant Librarian of Congress for Public Education should make available to all departments any relevant slides or materials developed for outside use which could enhance their respective programs.

II. Information Programs for General LC Staff

Staff orientation aids an employee in getting his bearings, finding his way, and understanding his purpose within an organization. Structured orientation should not be the exclusive right of new employees. Orientation is not a frill. Information--current, thorough, and correct--about the Library and the work we do here is vital to efficient functioning, job satisfaction, and welfare and physical safety of employees. For these reasons, as well as for the legal protection of the Library, communication of this information should not be left entirely to informal channels.

We therefore make the following recommendations (in addition to those made earlier in the report).

1. Professional Orientation Series should be opened to all employees whose supervisors verify that their jobs require knowledge of other parts of the Library.

2. Monthly or bi-monthly tours of and introductions to each department should be sponsored by each department; a sign-up list could be located at the Information Desk in the Library of Congress Building and would close as soon as it had 10 names; Susan Aramayo, in the Librarian's Office, could monitor this activity, but each department would designate a knowledgeable staff member(s) to regularly conduct the overview tour. This would be done on duty time and last merely 1 to 1-1/2 hours per group.

Questionnaire

The subgroup studying employee orientation decided that--before a lot of time is spent restructuring and reorganizing the current training efforts for new employees--a random sample survey should be taken to determine the effectiveness of current efforts. The sample should be drawn from employees who joined LC during the past two years. A suggested questionnaire is attached; it attempts to determine 1) the employee's general impression of his/her orientation to LC, 2) what percentage of new employees actually attend each of the orientation session 3) how well the notification system works, 4) who conveys most of the information to a new employee, 5) how much information is covered and/or retained from the initial training efforts, 6) what information an employee thinks is necessary to get along at LC, and 7) which LC officials generally make an effort to make themselves known to new employees.

UNITED STATES GOVERNMENT

Memorandum

LIBRARY OF CONGRESS

TO : Louis Mortimer and Kimberly Dobbs
Chairmen
Subcommittee on Training and Career Development

DATE: June 30, 1976

FROM : Mary Ann Ferrarese
Subgroup on Supervisory Training and Development

SUBJECT : Final Report

Attached is the Final Report of the Subgroup on Supervisory Training and Development, the Report on the Supervision and Supervisory Training Survey (Appendix B) which was conducted by the Subgroup, and a copy of the questionnaire (Appendix A) upon which the survey report was based.

BUY U.S. SAVINGS BONDS THROUGH THE PAYROLL PLAN

Report of the Subgroup on Supervisory Training and Development

The Subgroup on Supervisory Training and Development was composed of Robert Ennis, Mary Ann Ferrarese, Jay Hadlock, David Remington, Patricia van Ee, and Shirley Whetstone. The subgroup met weekly, and individuals also worked independently. They received input from interviews with Training Office personnel, department office staff members who coordinate training, representatives of the Library of Congress Professional Association's Supervisors' Roundtable, and other interested Library staff. They reviewed reports on training and development as well as evaluations of training courses offered at the Library. The group also conducted a survey by mailing a questionnaire on supervision and supervisory training to 200 members of the Library's staff. A report on the results of the survey and a copy of the questionnaire are attached.

Several problem areas related to supervision were identified. These included 1) an apparent lack of commitment of Library management to supervisory training, 2) the need for communication between supervisors and subordinates, between supervisors and higher management, and among supervisors, 3) selection policies employed in appointing supervisors, 4) career development for supervisory personnel, 5) the effectiveness of, relevancy of, and attendance at supervisory training courses, 6) the definition of supervisors' duties, and 7) supervisory training for non-supervisory staff.

What does the Library expect from its supervisors? Before the question of supervisory training can be discussed, what this training is supposed to achieve must be determined. We recommend that the Library conduct a survey to determine what it needs and expects from its supervisors at all levels--first-line, middle management, and executive. This information should then be translated into a detailed description of duties to be performed for each supervisory position and included in position descriptions. In this way the Library, its supervisory personnel, and the Training Office would have a clear understanding of the role of the supervisor. A supervisor must then be evaluated in terms of the set criteria for his position.

With this data available, the Library can then appoint an interdepartmental Advisory Committee on Training to work with the Training Office to develop a total program of training courses which would relate to those duties to be performed by first-line, middle management, and executive supervisors.

In developing a total program, the Library could study programs of other agencies and Civil Service Commission models. Training with broad appeal or in areas unique to the Library of Congress should be offered internally. Where it would be more efficient and the results more effective, outside sources (CSC, U.S. Department of Agriculture, and private firms) should be utilized.

Completion within a definite time frame of a certain number of core courses for each supervisory group should be mandatory. Scheduling should be the responsibility of the Training Office with the cooperation of the appropriate department to insure each supervisor's completion of the required curriculum. Supervisors of first-line supervisors should also be required to take the first-line courses in order to be aware of their content and to be able to evaluate their effectiveness.

Additional training, either in-house or out-of-house, should be provided on a need basis. A thorough periodic evaluation of each supervisor could indicate any area in which training might improve his performance.

Specific types of training courses are often mentioned by staff members as needed. Human relations (people-to-people) courses and human behavior courses should be offered to aid supervisors in developing interpersonal skills and becoming more effective in communicating with their staff. In depth training in the LCR's, which supervisors are required to administer, as well as a thorough understanding of the new Labor-Management Program should be provided. Training in specific skills, e.g., decision making or interviewing, should be expanded. Care should be taken to insure that the content of all training courses is applicable to the Library of Congress.

To reinforce formal training back in the job, the Library should make continuing education available to supervisors who have completed the mandatory core training curriculum. Informal discussion groups, led by appropriate members of the Library staff with actual supervisory and managerial experience, should meet on a regular basis, either on a departmental or interdepartmental level. A supervisors' newsletter could focus on Library of Congress situations and share experiences of supervisors throughout the Library.

Additional training necessary and unique to specific departments should be developed and administered by the departments for their own staff.

To develop a resource pool of potential middle managers, the Library should institute a management intern program of 18 months to 2 years duration. Acceptance into the program should be competitive, based on a thorough assessment of each candidate's management potential evaluated against the Library's criteria for successful managers. The program could include 1) formal management training--leading toward a degree--to be undertaken by the candidate on his own time with financial support provided by the Library, 2) experience working with Library managers in as many parts of the Library as possible, and 3) an independent project within the Library.

A supervisory training program is incomplete without a supervisory development program. Thorough evaluations of a supervisor's performance of all his various supervisory duties should be undertaken regularly. Training should be provided by the Library and accepted by the supervisor to remedy any deficiencies in performance. Further evaluations should determine the effectiveness of the training. Supervisory personnel should be allowed and encouraged to develop to their fullest potential. Each supervisor is in turn supervised by someone who must also be evaluated for his effectiveness in developing those supervisors under his supervision.

403

SERIALS MANAGEMENT IN THE LIBRARY OF CONGRESS:

A REPORT OF FINDINGS AND RECOMMENDATIONS SUBMITTED TO THE TASK FORCE ON GOALS ORGANIZATION AND PLANNING BY THE SUBCOMMITTEE ON SERIALS

LIBRARY OF CONGRESS
TASK FORCE ON GOALS, ORGANIZATION, AND PLANNING
SUBCOMMITTEE ON SERIALS

Joseph W. Price, Serial Record Division
Chairman

George N. Atiyeh
Orientalia Division

Jane Collins
Science and Technology Division

Ann Gardner
General Reference and Bibliography Division

Rita A. Harrison
Law Library

Edward A. Kapusciarz
Copyright Cataloging Division

Jennifer V. Magnus
Order Division

Judith A. Matheny
Serial Record Division

Emma G. Montgomery
Department of Research

Mary E. Sauer
Serial Record Division

Michael H. Shelley
Congressional Research Service

Donald F. Wisdom
Serial Division

Donald W. Woolery
Selection Office

Norman J. Shaffer, Photoduplication Service
Task Force Liaison

Anne B. Carpenter and Kenneth A. Collins,
Staff Assistants, Serial Record Division

IR004500

Library of Congress
Washington, D. C.
July 15, 1976

CONTENTS

Page

INTRODUCTION 1

PART I -- SERIALS MANAGEMENT IN THE LIBRARY OF CONGRESS 3

I. The Condition of Serials Management in the Library of Congress 3

II. The Importance of Beginning to Make Improvements Now by the Immediate Establishment of a Standing Committee on Serials 4

III. Problems Contributing to Inadequacies in Serials Management and Access to Serials in the Library of Congress 5

IV. Specific Actions Recommended to the Task Force by the Serials Subcommittee 12

PART II -- THE FUTURE OF SERIALS MANAGEMENT IN THE LIBRARY OF CONGRESS 27

I. Trends Which Lend Support to Improving the Condition of Serials Management and Serials Access 28

II. The Mission and Goals of Serials Management in the Library of Congress 33

III. The Recommended Organization for Achieving the Goals Identified as Improving Serials Management and Access in the Library of Congress 36

CONCLUDING REMARKS 41

APPENDICES

A. Problems and Actions/Remedies Not Referred for Action by the Task Force

B. Methodologies and Techniques Used by the Serials Subcommittee

C. Working Materials Documenting and Supporting the Subcommittee's Determinations

INTRODUCTION

This report is the product of intensive deliberations on the status of serials in the Library of Congress. Taking as an objective the exploration of means to improve serials management and access to serials, the Subcommittee on Serials went through a number of exercises designed to sharpen their focus on problems in serials management in the Library. Using certain innovative idea generation and idea management techniques, the group systematically formulated solutions to the problems and subjected these to critical appraisal, focusing on evaluative criteria, barriers to implementing the solutions, and means for overcoming the barriers. The solutions were eventually translated into action/recommendations which were classed as to their importance. A disposition was decided for each and the major problems and action/recommendations were subjected to a computer-based group-interaction technique in order to identify clusters and hierarchical relations within them. The Subcommittee was assisted in these processes by Dr. David Malone, a professor from the Center for Technology and Management at American University, and Mr. David Yingling, of the same institution, who generously gave of their time in advising the Chairman and in two working sessions of the Subcommittee. The methodology and techniques used by the Subcommittee are described in Appendix 2. Appendix 3 contains the working materials documenting and supporting the Subcommittee's determinations.

The report is in two parts. Part I addresses serials management in the Library of Congress and contains the problems and action/remedies recommended to the Task Force. Part II forecasts, in general, the recommended future of serials management in the Library of Congress. Additional problems and actions/remedies not forwarded to the Task Force are included in Appendix 1 for immediate action by appropriate divisions or for future consideration.

The proposed organizational structure results from the Chairman's synthesis of the content of position papers prepared by Subcommittee members on the question of a serials department for the Library of Congress. The Subcommittee has reviewed the design and concurs with its presentation to the Task Force as a possible organizational configuration.

Many of the ideas on automation discussed by the Subcommittee and presented here were prompted by the study and analysis performed by the CONSER Continuation Team and by Goals for Action, published by the National Commission on Libraries and Information Science.[1]

The Chairman is grateful to all of the members of the Subcommittee for their ideas, their efforts, their support, and their understanding as he struggled through the application of methodologies and techniques new to him in pursuit of concrete solutions to complicated problems with serials. The valuable assistance of American University personnel has already been acknowledged. Last, but not least, the Chairman extends his appreciation to those staff members of the Serial Record Division who provided assistance, notably Mrs. Anne Carpenter, Publisher Liaison Assistant, and Dr. Kenneth Collins, Staff Assistant to the Chief.

---

[1] National Commission on Libraries and Information Science, Toward a National Program for Library and Information Services: Goals for Action (Washington, D. C., 1975)

PART I

SERIALS MANAGEMENT IN THE LIBRARY OF CONGRESS

I. The Condition of Serials Management in the Library of Congress.

Serials represent one of the major resources of the Library of Congress, and their effective management and service are essential to the overall mission of the Library. Sincere efforts have been made in recent years to improve the condition of serials management in the Library of Congress. For example, the Serial Division, after processing 760,000 pieces, continues to work on eliminating the very large backlog which had been accumulating on deck 36. The Serial Record Division, while not sufficiently staffed to eliminate its cataloging backlog of more than 27,000 titles, has been able to keep current and not add to this arrearage. The establishment of a National Serials Data Program and the creation, maintenance, and provision of access to machine-readable bibliographic data on serials (MARC-Serials), have contributed in part to fulfilling the needs of research and services to readers, especially for serials located in the Main Reading Room and the Science Reading Room.

These efforts have not, however, been effective in reducing the consequences of the many major problems in the management of serials which still exist in the Library. Fragmentation of files, numerous arrearages, lack of adequate control over microform serials, and the lack of staff and procedures for claiming are but a few of the many problems resulting in waste, duplication of effort and materials, and, most importantly, poor service to the Library's clients.

II. The Importance of Beginning to Make Improvements Now by the Immediate Establishment of a Standing Committee on Serials.

One of the most useful recommendations being forwarded to the Task Force from the Subcommittee is the establishment of a Standing Committee on Serials. It is offered at the risk of being labeled as a perpetuation of the concept of "referral to yet another committee," but it is the opinion of the Subcommittee that the involvement of several organizational units and the large number of titles handled cause difficulties in coordination and control which warrant continued consideration by a Standing Committee. Additionally, this Committee could provide very useful guidance on the planning and implementation of automation and consolidation of serials managment and access to serials should the Library decide to proceed in this direction. Should the Library not move towards consolidation, then the Committee will be needed all the more, since the complications caused by fragmentation of serials management activities will continue to exist. In the short term, the committee should prove useful in strengthening coordination between the Serial Record Division, the Serial Division, and serial management and reference functions in the other custodial divisions.

The Standing Committee on Serials should include at least the division chiefs or their designated representatives from Serial Division, Serial Record Division, Order Division, Exchange and Gift Division, CRS Library Services Division, and the Law Library. The committee should also include representatives from the Selection

Office, the Copyright Office, the Orientalia Division, the Slavic Division and other units of the Departments of Research and Reader Services.

All meetings of the committee should be open, and the agenda published in advance. Non-members would be allowed to participate with the permission of the Chairperson. The committee should be required to meet at specified intervals, and minutes of the proceedings should be made public. The committee should be given the authority to establish ad-hoc committees to study specific situations and to request involvement by persons closest to the working level of concern, both as ad-hoc committee members and as information resources.

III. Problems contributing to Inadequacies in Serials Management and Access to Serials in the Library of Congress

The problems considered by the Subcommittee were categorized as to importance (primary, secondary, and tertiary) and as to referral (to the Task Force, to a Standing Committee on Serials, and for immediate action by appropriate divisions--by agreement of the Chiefs of the Serial and the Serial Record divisions). This section of the report briefly describes the problems referred to the Task Force (all primary) and those primary problems referred to the recommended Standing Committee on Serials.

Problem 1*--Incomplete receipts from all sources.

---

*The problem numbers are those attributed at the beginning of the Subcommittee's work. They correspond to the problem numbers found in the working materials documenting and supporting the Subcommittee's deliberations (Appendix 3). Since some problems were eventually combined with others and other problems were not categorized as primary, problem numbers do not appear in this section in a continuous numerical sequence.

The Library lacks adequate means to either identify or seek missing issues, regardless of their source (purchase, gift or exchange, and copyright deposit). Furthermore, the Library does not have a means of detecting patterns of non-receipt nor strategies or resources for investigating patterns and switching to more reliable sources and/or delivery channels. As it stands now, very little claiming or obtaining of non-receipts is attempted prior to preparation for binding, when it is much too late to insure availability of missing issues. Many foreign titles received via gift and exchange sources could be purchased to alleviate unreliable delivery, but the problem of incomplete receipts from all sources would still not be solved without an effective detection and claiming system.

Problem 3--Uncataloged arrearages in various languages and formats.

There are in excess of 27,000 titles in the cataloging arrearage of the Serial Record Division. Although these titles can be identified in an arrearage control file in the division, the procedure is very complicated and time-consuming. More importantly, since no complete cataloging record has been made for these, there is very little likelihood that a reader or researcher or even Library staff would be aware of the existence of the titles.

The situation is even worse with regard to cataloging arrearages of microform serials under the custody of the Microform Reading Room and the Law Library. Although the Serial Record Division is cataloging all new microform titles, and the Microform Reading Room and Law

Library do have some control over the uncataloged titles, there is no staff available at this time to catalog the over 3,000 titles in the Microform Reading Room arrearage and the 275 titles in the Law Library arrearage, and thus enhance the accessibility of these serials for the Library's clientele.

Problem 4--Inadequate control over routing.

A number of inadequacies and inequities result from current procedures and practices in routing. Although LCR 416-5, "Requesting and Routing of Serials for Examination Purposes" requires a statement of the length of time each issue will be held by an office, recipients are slow to forward the issues; some are subsequently lost in transit or arrive in the custodial division long after the holdings for a given year have been bound (with the issue in question missing). The names of offices newly requesting routing are added to the head of the routing ladder, ahead of other already authorized recipients. The procedure for requesting routing is cumbersome and time-consuming since the requestor must obtain from the Serial Record entry the following information to include with the request: (1) the number of copies of the title acquired by the Library; (2) the means by which each copy is acquired; and (3) the established routing and final responsibility for custody of each copy. Routing changes are sometimes made without notifying the office affected, which can be important if the change is from receipt of a copy from a reliable source (such as purchase) to a copy received from a less reliable source. The custodial divisions have no effective means of monitoring the routing to determine where given issues are residing, and there is no enforcement authority for denying titles to offices which repeatedly detain them beyond time limits. This is especially critical since the serials selected for routing are frequently the most important titles for current research. In general, delays and other problems in routing cause materials to be unavailable for research and cause serious irritation and inconvenience to Library clientele.

Problem 8--Detention in the Serial Record Division of all issues and all copies of titles awaiting cataloging for title changes.

When a title change is detected by Serial Record Division personnel, the complete record is removed from the visible file (replaced by a card-out) so that the new title may be cataloged. Until the new entry for the serial has been determined by the catalogers and placed in the visible file, the accessioners are not able to check subsequent issues and they are held in the division. Because of the cataloging workload it may be several weeks before the issues can be released.

Problem 9 --Need for a permanent committee on serials.

The need for a permanent committee on serials has been addressed earlier in this report. The Subcommittee unanimously expressed the necessity for continuing the analysis and search for solutions to many of the problems with serials in the Library. They also identified a continuing need for advice on certain dynamic functions such as the creation and maintenance of lists of "problem" titles (vis-a-vis reliable receipt), and titles for which multiple sets and back-up copies are needed.

Problem 12--Unavailability of reference and heavily used titles during the process of binding; absence of back-up copies of heavily used titles for reference service.

Problem 13--Insufficient space for shelving bound serials.

Problem 15--Need for a policy for responding to interlibrary loan requests.

At present, the Library's policy for responding to interlibrary loan requests, whether with a loan of material, or with a reproduction (photocopy or microform), is not clear nor consistently applied.

Problem 16--Need for a policy for prompt handling of written requests for loan copies or photocopies received directly by reference and research divisions.

Reference and research divisions often receive requests directly from individuals and other institutions for loan copies or photocopies of articles. Responses to these requests are inconsistent and vary widely, depending upon the identity of the requestor and the extent of the request.

Problem 17--Inadequate accessibility to information on serials, holdings, and locations.

A number of barriers aggravate attempts to access and use information on serials, holdings, and locations. First, this information is not available in one central file but is scattered throughout a number of files in several divisions. Second, the largest file, the Serial Record, is so vast and complicated, and the traffic and congestion around it so great, that direct access has had to be severely curtailed and replaced with a telephone reference service, a costly alternative, vulnerable to distortion. Third, with some titles, the data is so extensive and complex, that its collection on the various forms for recording receipts present a virtually indecipherable aggregation to even the most experienced personnel. Fourth, the necessity for maintaining a manual, rather than a computer-based file, requires on-site access (excepting the limited telephone reference service), limits the number of access points, and forces the choice of only one way to sub-order the data within an entry, which compromises other legitimate needs (e.g., the necessary arranging of Serial Record overriders by source of receipt complicates routing and assignment and thus potentially compromises the needs of the Library's clientele).

Problem 20--Incomplete bound sets.

Service to the Library's clientele is inadequate and in some instances impossible due to missing issues and by sets being bound before completion or receipt of the index issue.

Problem 21--Inadequate identification of titles for which multiple sets are needed for reader use.

Service to the Library's clientele is hindered when there are not enough sets of certain heavily used titles. Part of the problem lies in identifying the titles in question and in exercising the necessary follow-up to insure the continuance of multiple receipts.

Problem 27--Inefficiencies resulting from physical separation of the Serial Division and the Serial Record Division.

Serial Division personnel lose time in transit to Serial Record Division files, located two floors above. The situation is expected to be worse after the move to the James Madison Memorial Building where four floors and considerable distance will separate the two divisions.

Problem 33--Absence of a priority scheme for assignment and routing of titles for which there are multiple requests.

When there are multiple requests for routing and assignment of the same titles, there is no guarantee that the offices having the greatest need will receive available copies before they are given to offices with lesser need. It should be noted that provision of a priority system will not solve the problem, however, unless the data in the associated Serial Record entries can be restructured either in their manual form or through some special computer-assisted project.

Problem 34--Absence of policies and procedures for "deselection."

Serials for which there is no longer any need continue to be acquired year after year. This condition is costly in terms of staff, space, and subscription budgets and should not be allowed to continue.

Problem 35--Absence of accumulated data on the management and use of serials.

Except for certain types of counting, there is no continual accumulation of data on both the management and use of serials which can be analyzed in order to assist managers in improving the condition of serials management and access to serials in the Library of Congress.

Problem 36--Serious deficiencies in bibliographic control of microforms.

Current arrearages in microform serials cataloging and anticipated increases in the volume of new microform serials reveal serious deficiencies in staffing required to handle the existing and expected workloads in cataloging and other processing. Service to the Library's clientele will continue to be compromised until adequate reference access can be provided to microform materials.

Problem 38--Discontinuities in the "review before binding" process.

At present, selection decisions on "review before binding" titles occur on an infrequent basis. Postponing these decisions prevents the titles from being cataloged; it also increases the likelihood that holdings will be missing when the title is prepared for binding.

IV. Specific Actions Recommended to the Task Force by the Serials Subcommittee.

Specific actions recommended in response to the problems described in the preceding section of this report are presented here in tabular form for consideration by the Task Force.* Recommended actions may be labeled as "immediate action," "organizational remedy," or in the case of problems referred to both the Task Force and the Standing Committee on Serials, as "committee involvement." In addition, when the Subcommittee felt that areas could be identified where policy review or decisions are needed by the Library, these are shown separately. The tables are presented in the order of the priority of need and importance determined by the Subcommittee.

---

*Problem numbers 4,11, 13, 15, 33 and 34 are not repeated here since there is no recommended Task Force action other than the establishment of the Standing Committee on Serials to deal with these and other problems.

Problem Number	Short Statement of the Problem	Needed Policy Review or Decisions	Recommended Actions/Remedies
9	Need for a permanent committee on serials.	Give the Standing Committee on Serials the support and authority needed to function well.	Immediate action: Establish a Standing Committee on Serials.

Problem Number	Short Statement of the Problem	Needed Policy Review or Decisions	Recommended Actions/Remedies
1	Incomplete receipts from all sources	1) Allocation of more funds for continuation orders 2) Allocation of funds for staff to do claiming	1) Immediate action: explore ways to increase the amount of claiming done with existing staff (there is no staff dedicated to claiming). 2) Organizational remedy: set up a claiming group in the Serial Record Division. 3) Committee involvement: continual evaluation by Serials Committee to determine "problem" titles which do not regularly come via exchange and gift or copyright and which should be considered for purchase.

608

607

2

Problem Number	Short Statement of the Problem	Needed Policy Review or Decisions	Recommended Actions/Remedies
17	Inadequate accessibility to information on serials, holdings, and locations.	1) Reassignment of currently fragmented serial check-in functions. 2) Reassignment of currently fragmented serial reference functions. 3) Reassignment of other serial processing functions which are currently fragmented (e.g., pre-binding, preparation for filming).	Immediate action: make location of the various serial records well known through listings in the Library's telephone book and through posted notices. Long term: move towards a centralized computerized serial record without compromising the needs of custodial divisions, perhaps starting in a limited way with titles in the Main, Science, and Newspaper and Current Periodical Reading Rooms.

Problem Number	Short Statement of the Problem	Needed Policy Review or Decisions	Recommended Actions/Remedies
3	Uncataloged arrearages in various languages and formats	1) Reevaluation of processing priorities 2) Reevaluation of staffing priorities within the Library with the idea of possible redistribution	1) Immediate action: more sharing of staff with needed language skills. 2) Organizational remedy: hire more or redistribute existing staff to reduce arrearages and to prepare for anticipated increases in receipt of microform publications.

612

611

2

Problem Number	Short Statement of the Problem	Needed Policy Review or Decisions	Recommended Actions/Remedies
36	Serious deficiencies in bibliographic control of microforms.		Organizational remedy: provide additional staff to process present load, reduce arrearages and to anticipated increased microform publication.

613

614

2

Problem Number	Short Statement of the Problem	Needed Policy Review or Decisions	Recommended Actions/Remedies
11	Fragmentation and duplication of effort in non-cataloging processing of serials across several divisions [cataloging, excepting ceased and established newspapers, is centralized in the Serial Record Division]--Secondary (due to the absence of information at this time--it is of primary concern to the Subcommittee, however)	Dependent on the results of the deliberations of the Standing Committee on Serials	1) Immediate action: reciprocal orientation of staff in order to acquaint serials processing staff in each division with what others are doing. 2) Organizational remedy: gradual consolidation of receipt, check-in, reference, and other non-cataloging processing functions of serials from the various divisions to the extent possible and practical. 3) Committee involvement: detailed study of the extent of fragmentation and duplication and formulation of recommendations for consolidation to the extent possible and practical.

Problem Number	Short Statement of the Problem	Needed Policy Review or Decisions	Recommended Actions/Remedies
20	Incomplete bound sets	Allocation of funds for priority acquisition of replacement copies when incomplete sets are identified.	Immediate action: intensify efforts to complete sets. Organizational remedy: set up a claiming group in the Serial Record Division in an effort to prevent the problem of incomplete bound sets.

Problem Number	Short Statement of the Problem	Needed Policy Review or Decisions	Recommended Actions/Remedies
12	Unavailability of reference and heavily used titles during the process of binding; absence of back-up copies of heavily used titles for reference and reader service.	1) Allocation of funds for buying bound volumes for some titles 2) Allocation of funds for purchase of back-up copies for more of the heavily used titles	1) Immediate action: extend Serial Division list of most used titles which require back-up copies. 2) Committee involvement: prepare an expanded list of reference titles; also study the pre-binding and binding process in order to determine possible refinements.

Problem Number	Short Statement of the Problem	Needed Policy Review and Decisions	Recommended Actions/Remedies
35	Absence of accumulated data on the management and use of serials.		Immediate action: engaging outside consultants to investigate and recommend means for collecting, accumulating, and analyzing data on the management and use of serials. Organizational remedy: creation of a Library Office on Management Use of Statistics to carry on continuing studies in support of management and planning; establishment of a special steering committee to provide guidance to this office.

Problem Number	Short Statement of the Problem	Needed Policy Review or Decisions	Recommended Action/Remedies
38	Discontinuities in the "review before binding" process.	Review of staffing needs to allow systematic review of collections by recommending officers.	1) Immediate action: minimize the times this treatment is chosen since experience shows that most result in "discard" decisions. 2) Committee action: establish procedures for recommending officers to systematically examine "review before binding" titles.

Problem Number	Short Statement of the Problem	Needed Policy Review or Decisions	Recommended Actions/Remedies
16	Need for a policy for prompt handling of written requests for loan copies or photocopies received directly by reference and research divisions.	Establish a Library policy on gratis copying up to a certain limit.	1) Immediate action: An early decision on the establishment of a Library policy for gratis copying. 2) Organizational remedy: Extend Photoduplication Service/custodi unit coordination to custodial units not yet covered. 3) Committee involvement: Examine the present flow of servicing written requests in order to determine possible refinements.

Problem Number	Short Statement of the Problem	Needed Policy Review or Decisions	Recommended Actions/Remedies
21	Inadequate identification of titles for which multiple sets are needed for reader use.		Immediate action: Begin the creation of a list of candidate multiple set titles by polling reference librarians for recommendations. Organizational remedy: Establish and fund a coordinating position in the Serial Division to compile the list and to regularly submit recommendations to the selection officers.

Problem Number	Short Statement of the Problem	Needed Policy Review or Decisions	Recommended Actions/Remedies
8	Detention in Serial Record Division of all issues and all copies of titles awaiting cataloging for title changes.	1) Allocation of funds for staff to allow establishment and subsequent replacement of temporary receipt records in the Serial Record 2) Reevaluation of processing priorities	1) Immediate action: higher cataloging priority for title changes (recognizing that new title cataloging could be delayed and could possibly be added to arrearages which in turn compromises the needs of the Library's clientele and increases the probability of duplicate cataloging). 2) Organizational remedy: provide additional staff needed to establish and subsequently replace temporary receipt records in order to release other issues and/or copies for routing.

Problem Number	Short Statement of the Problem	Needed Policy Review or Decisions	Recommended Actions/Remedies
27	Inefficiencies resulting from physical separation of the Serial Division and the Serial Record Division.	Thorough reconsideration of the proximity of the Serial Division and the Serial Record Division in the James Madison Memorial Building.	Immediate action: Pursue reconsideration of proximity of the Serial Division and the Serial Record Division.

PART II

THE FUTURE OF SERIALS MANAGEMENT IN THE LIBRARY OF CONGRESS

Serials management and access to serials in the Library of Congress will be improved by initiating and sustaining the actions and remedies recommended in Part I of this report. These recommendations, some of which provide only short term relief, are just the beginning and do not represent the total, unified assault on serials problems which is necessary if the Library is going to continue to improve the conditions of serials management and access and meet its commitments and obligations as the National Library, de facto or declared.

It seems that there is little alternative to reliance on an increasing degree of computerization in serials management at the Library, in spite of the expense. It could be more costly not to automate in the face of increasing numbers of serials, declining space, and increasing demand for greater retrieval and management capabilities. The longer the delay in introducing automation in the Library, the more difficult and costly the task will become. Although the emphasis is properly placed on controlling the new and continuing serials titles, research libraries such as the Library of Congress must also provide adequate control over and access to dead and archived serials. The manual files required to control this continuing accumulation begin to grow to unmanageable proportions. The larger the manual file, and the greater the number of serials to be controlled, the more congested the traffic around the file becomes, to the extent that physical access for some groups in need of the information is curtailed. This barrier to access is partially overcome by the telephone reference service currently offered by the Serial Record Division. However, this is a costly alternative and is subject to distortion since the inquirer must filter and receive his response through an intermediary. In addition, the inquirer loses some flexibility by not being able to interact directly with the file or to easily restructure the search based on the response. These limitations could be overcome by the introduction of automation which, although costly, becomes more feasible through cooperative activities and distributed labor.

I. Trends Which Lend Support to Improving the Condition of Serials Management and Serials Access.

A. Automation

The CONSER (CONversion of SERials) project is indicative of a trend towards cooperative action in the sharing of serials data. CONSER is a group of fourteen institutions linked together through the Ohio College Library Center (OCLC) network. The Library of Congress contributes cataloging data for the serials cataloged here and has accepted responsibility for the quality control of the project by retrieving and validating bibliographic data supplied by the other CONSER participants. The project is international as well since the National Library of Canada has a role similar to that of the Library of Congress. At the time of this report, the CONSER file contains in excess of 130,000 bibliographic records, although only about 30,000 (23%) have been validated so far.

The Library of Congress has accepted responsibility for hosting a continuing and expanded operation of CONSER beginning in 1977. CONSER II, as it is called now, will develop as the nucleus for a national serials system which in turn will become an integral part of a larger National Bibliographic Service (yet to be specified in detail). Under the Library's management and based as much as possible on existing LC computer systems (modified and expanded as necessary), CONSER II will continue to be a cooperative effort collectively shared with selected institutions and directed toward the building and maintenance of a machine-readable national serials data base.

This system will be generally accessible to the library community, either directly or through regional and state networks. It will probably be available eventually for use by other members of the information community as well--including the abstracting/indexing services, publishers, subscription agencies, etc.--which should allow for inclusion of additional data to the benefit of all users.

The Library of Congress and the CONSER II participants will use the same computer system for building and maintaining the serials data base. Based on this system, LC will be able to integrate various internal activities related to serials--including on-line cataloging support; interconnection of the Library of Congress and other International Serials Data System (ISDS) centers; support of the current Process Information File functions, possibly using the serials system to provide the same type and level of control as is now being provided in the manual file; automation and expansion of the scope and coverage of New Serial Titles, which will become the major printed reporting tool of the serials system.

Although automation of the Library's check-in functions is not planned for the initial implementation of CONSER II in 1977, it should remain a priority within serials automation plans for the Library. In the interim, the system must be able to print cards and other forms for the check-in file in the Serial Record Division as well as for other divisions requiring similar documents.

B. Serials in Microform

Another trend affecting serials management in the Library of Congress has to do with microminiturization. The Library of Congress, as well as many other libraries, now adds only microforms of newspapers to their permanent collections and are converting retrospective holdings to film as rapidly as possible. To a lesser extent, classed serials are also being added to the collections in microform in lieu of bound holdings. The trend towards adding microforms to the collection will undoubtedly accelerate in the future. For example, microfiche editions of serials from Southeast Asian countries will become available in the next year or two. Entire groups of national and international governmental serials will also be available on subscriptions, and many long runs of retrospective holdings will be preserved by filming.

The Library actively participates in a number of cooperative filming programs, for example, the Association of Research Libraries

Foreign Newspaper Project and the National Gazette Microfilming Project. In planning for improved serials management and access, the Library of Congress should anticipate increased requests from the library community for the development of a comprehensive microform program, including the provision of bibliographic control for microforms.

C. National Role

Establishing the Library of Congress as the National Library is a desire often expressed by individuals and organizations both within and outside of the library profession. The Library is viewed as already fulfilling the National Library role by many, especially those libraries who depend heavily on its products and services. The relatively recent recommendation by the National Commission on Libraries and Information Science (NCLIS) that the Library be officially designated as the National Library[1] and the unanimous and unqualified support given to this concept by every witness at the regional hearings held by NCLIS[2] add considerable weight to this view, although it is not known whether it has been articulated widely enough for the U. S. Congress to consider clearly establishing and supporting the Library as the National Library. Regardless, the NCLIS statement has added national focus to the need for improving serials management and access to serials. They specifically call for the Library of Congress to accept responsibility for:

---

[1] National Commission on Libraries and Information Science. Toward a National Program for Library and Information Services: Goals for Action, (Washington, D. C., 1975), pgs. 67-70.

[2] National Commission on Libraries and Information Science. Annual Report, '74/'75, (Washington, D. C., 1976), pg. 26.

(1) "operation of a comprehensive National Serials Service that will integrate and expand the present serials activities of the Library and provide an organized set of serial services for the nation";

(2) "expansion of the lending and lending-management functions of the Library to that of a National lending Library of final resort";

(3) "distribution of bibliographic data through on-line communication...including serials";

(4) "development of improved access to state and local publications and cooperation with state and local agencies to standardize cataloging and other techniques of organization";

(5) "expansion of Machine-Readable Cataloging (MARC) to include cataloging in substantially all languages of current monographic, serial, and other significant library and information materials being acquired by the Library of Congress".

These specific goals will not be possible without improved serials management and access to serials, regardless of whether the Library continues as a de facto National Library or is officially established as such.

Conclusion:

One remaining trend, that of automation, has been discussed briefly. In addition to CONSER and MARC-Serials, automation has been used in the Library to assist serials management and access in the Copyright Cataloging Division, the Order Division, and in the National Serials Data Program. On-line retrieval systems containing serials data available for reference and readers' use in the Library include the SCORPIO system and the Lockheed and System Development

Corporation (SDC) systems. However, these are all separate, fragmented, and low-volume applications. The Library still lacks a coordinated, consolidated automated system for support of serials management and access.

II. The Mission and Goals of Serials Management in the Library of Congress.

The Subcommittee has formulated mission statements and goals which should guide the future direction of serials management and access to serials in the Library of Congress.

1. For the Library of Congress as the Library of Congress:

   To effectively and efficiently administer the processing, custody, and provision of reference services for serials, including, but not limited to, the functions of selection, recommending for acquisition, receipt, sorting, recording, routing, preparation for binding and microfilming, maintaining binding, loan and location control, maintenance of the Serial Record and other needed control files, editing, tagging, and keyboarding serials data into machine files in support of product generation and the provision of computer-based reference and retrieval services in the Library.

2. For the Library of Congress as the National Library:

   To make available to all who desire, at the lowest cost possible, products and services resulting from its activities and to specifically provide support and leadership in managing cooperative data base maintenance tasks including but not limited to a national serials catalog, a union list of serials, a quick responding serials data alerting service, and an interlibrary loan identification, switching, tracking, and accounting system. Furthermore, to provide service to serials in its custody as a National Lending Library of last resort and to represent the interests of the U. S. community in the development and coordination of the Library of Congress' endeavors in the national and international bibliographic and document delivery control of serials.

Goals:

Under an overall goal of improving management and access to serials so as to provide the highest quality reference service to the Library's clientele, the following specific goals are stated:

1. To improve the recording of data about serials, their locations, holdings, and sources.
2. To implement an effective system for claiming and other types of solicitation of missing issues in order to insure that the Library can provide access to a greater percentage of uninterrupted runs of serials.
3. To perfect a serials tracking and control system in order to provide optimum results in routing, assignment, binding, and storage so that issues can be located and redirected on demand.

4. To make serials data available as quickly and as widely as possible through the use of printing, microform, and automation technologies and, as practical and desirable, through cooperative action with other organizations and networks both within and outside of the Library of Congress and the library community.
5. To strengthen the Library's collections of newspapers and other serials through the acquisition of significant titles not presently in the Library's collections and by acquiring missing volumes and issues.
6. To make optimum use of microform technology.
7. To improve collection management techniques such as "deselection" or "weeding" of the collections.
8. To improve serials management by accumulating and analyzing data on the processing and use of serials.
9. To interact effectively with national and international networks oriented towards serials, serials management, and serials products and services, such as union listing, interlibrary loan, facsimile reproduction, and accounting of charges and use statistics.
10. To function as a lending library of last resort.
11. To work for staff enrichment in the tasks and responsibilities of the organization and to exploit training opportunities that improve the staff's capabilities for accomplishing these goals and objectives.

III. The Recommended Organization for Achieving the Goals Identified as Improving Serials Management and Access in the Library of Congress.

The eventual organizational structure will depend on a number of factors such as workflow, span of control, and physical placement of the workforce. It is possible, however, to propose a structure based on an assumption that the existence of an interactive, computer-based, remotely accessible, on-line data collection and retrieval system for serials mitigates the barriers of physical proximity, skill specialization, and duplication of effort which usually complicates the question of consolidation of serials management. Furthermore, the availability of such a system provides some of the benefits associated with centralization. For this reason, the recommended organization is presented as evolutionary. Phase I represents a strengthening of serials management in the Processing Department prior to and during the process of automating the Serial Record. Phase II represents a possible organization of serials management after automation.

Phase I--Pre-automation of the Serial Record

The organizational structure proposed for Phase I should allow for the expansion and flexibility needed to strengthen the leadership and management role required for working with outside groups to insure the steady accumulation of quality data on serials and holdings, transforming it into machine-readable form, and effectively planning for further automation without compromising on the day-to-day operational responsibilities of processing serials within the Library. Furthermore, it should allow for the continued growth in staff needed to reduce arrearages and process anticipated increases in the receipt of material. Figure 1 illustrates how this organization could be structured.

The Serials Automation Planning Office, which would be staffed by one or two people, would receive suggestions from departments in the Library and would work closely with the MARC Development Office in doing much of the detailed analysis and design for automating serials. This analysis and design would be combined by the MARC Development Office with design information supplied by other Processing Department divisions, and transformed into functional specifications for implementation according to priorities set by the department director.

Specific steps to introduce further automation into serials management under this organization might be: (1) to identify bibliographic records on the CONSER file which correspond to records in the Serial Record; (2) then, for current titles, a special project to keyboard the non-bibliographic data from the Serial Record and set up an interactive, computer-based, remotely accessible, on-line, combined serial record and serials catalog. This endeavor could provide valuable experience to the Library for planning the eventual closing of the card catalog.

Phase II--After the Serial Record file has been automated.

An automated Serial Record file would also serve as a serials catalog, an issue or piece tracking system and a gateway to a cooperatively maintained union list, interlibrary loan processing, and accounting network. It would then be feasible to consolidate, to the greatest

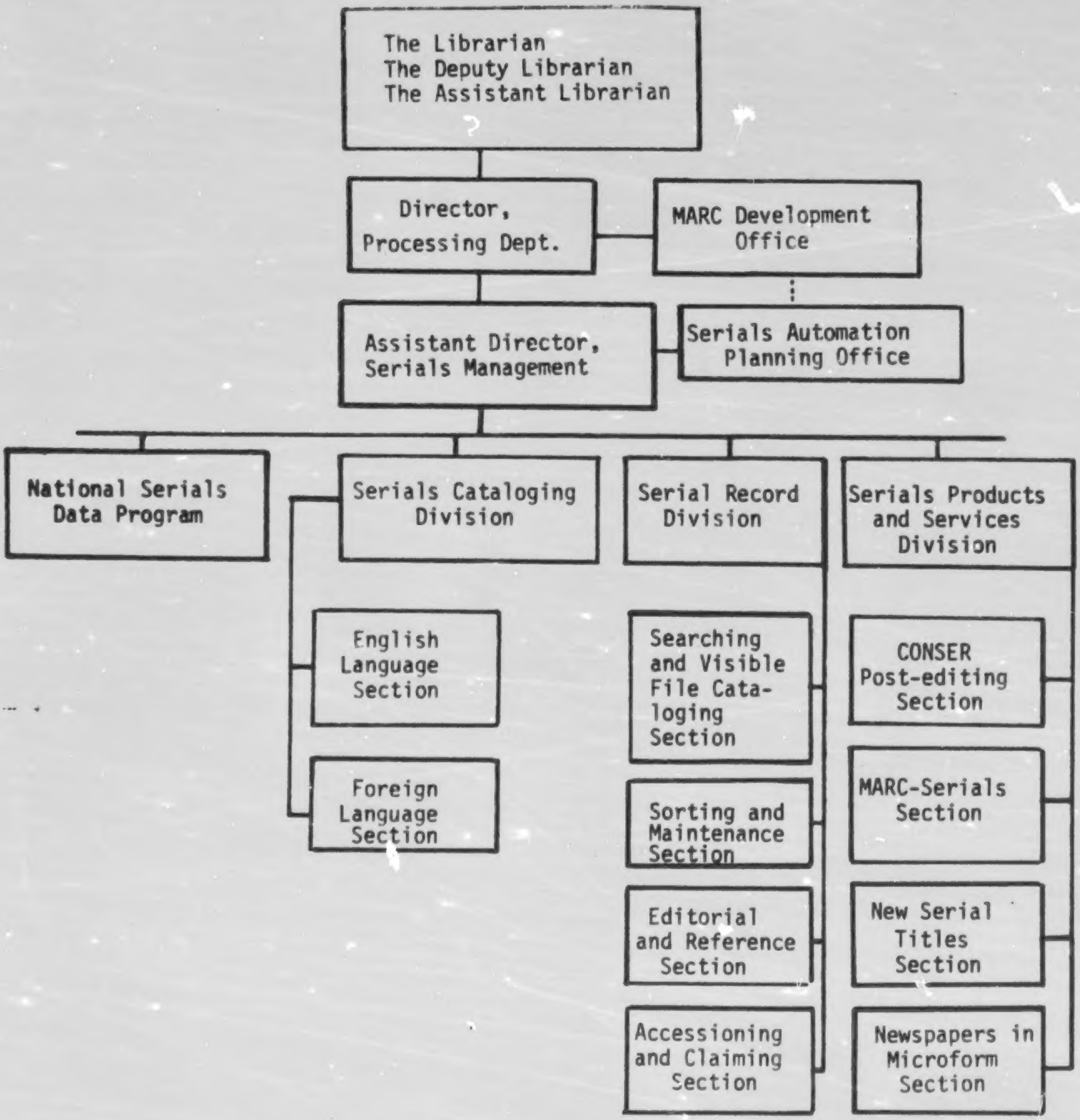

The Librarian
The Deputy Librarian
The Assistant Librarian
Director, Processing Dept.
MARC Development Office
Assistant Director, Serials Management
Serials Automation Planning Office
National Serials Data Program
Serials Cataloging Division
Serial Record Division
Serials Products and Services Division
English Language Section
Foreign Language Section
Searching and Visible File Cataloging Section
Sorting and Maintenance Section
Editorial and Reference Section
Accessioning and Claiming Section
CONSER Post-editing Section
MARC-Serials Section
New Serial Titles Section
Newspapers in Microform Section

FIGURE 1

extent manageable, the remaining serials management, custodial, and reference functions. The greatest barriers to consolidation would appear to be physical proximity and needed language skills. With the availability of a computer-based, on-line system these barriers are reduced considerably. Such a system would also provide the necessary information for those functions of serials management such as reference and claiming which depend heavily on access to information in files. Close organizational proximity, although perhaps desirable, would no longer be essential since the information would be readily and reliably available. With regard to needed language skills, a commonly accessible data collection system would allow a sharing of expertise with other divisions without having to reassign or relocate personnel. It would appear, then, that once information can be recorded easily and shared widely through the availability of an interactive, computer-based, remotely accessible, on-line data collection and retrieval system, some of these previously formidable barriers will be overcome. It would be possible to interface the automated serials system with other Library systems. For example, the research and vendor investigation for acquisition and claiming of serials could be done under centralized serials management, recorded in the computerized system, and the data passed by machine transfer to the Order Division's order generation, claiming, and accounting system. Similarly, the core computer system could allow copyright personnel, although not under the centralized serials organization, to record information which they require for registering serials and thus provide yet another contribution to centralized serials files.

There are more possibilities than can or should be explored in this paper. It is important to realize that through the use of computer and telecommunication technologies, functions can be consolidated which heretofore have resulted in duplication, waste, loss, and inefficiency because of constraints which are no longer formidable. The level of a consolidated serials organization need not be specified at this time although the concept, if accepted, would draw manpower and expertise from several existing departments and would thus seem to be more appropriate at the departmental level.

CONCLUDING REMARKS

The Library has made considerable commitments to the library and information communities to: (1) share in the development and support of a computer-based, on-line network for the cooperative accumulation and maintenance of bibliographic and holdings data on serials; (2) to continue as a quality control monitor in the evolving CONSER program; and (3) to further the proliferation of the use of the International Standard Serial Numbers (ISSN) through a growing involvement with publishers of serials and with the generators of serials oriented services (i.e., abstracting and indexing services, information analysis and distribution centers, and subscription agencies). It seems likely that for these commitments to be met without compromising the Library's own needs, an acceleration of the automation of serials management will be necessary. The commitments made by the Library are not just outer directed but are long-range investments in improved serials control within the Library. In exchange for the leadership in supporting and managing these cooperative endeavors, the Library should be able to benefit from the labors of other institutions with common needs and goals and move closer to achieving its overall goal of providing the highest quality service to its clientele.

#413

Report to the Task Force
by the
Subcommittee on Services to Congress

Helen W. Dalrymple, Office of the Director, Congressional Research Service, chairman

Peter Bridge, Exchange and Gift Division
Susan Finsen, Congressional Research Service
Anthony P. Harrison, Copyright Office
Paul Heffron, Manuscript Division
Jane Lindley, General Reference and Bibliography Division
Adoreen McCormick, Office of The Librarian
Nancy Mitchell, Information Office
Robert Nay, Law Library
Charlene Woody, Information Systems Office

Edward Knight, Congressional Research Service, Task Force liaison

November 12, 1976

IB004500

TABLE OF CONTENTS

Page

Introduction 1

Methodology 2

Some Common Themes ....

Communications with Congress 5
Communications with Staff and Between Departments 6

Statistical Reporting Needs 7
Administrative Priorities 10

Heightening the Profile of the Library 11

Coordination of Services to Congress 13

Other Organizational Alternatives

Legal Services for the Congress 18
Congressional Loan Policy 21
LC Reference Centers and Book Rooms 23
The "Reference Machine" 25

New and Improved Services ....

Reference Consultants for Congressional Offices 27
Projection Equipment 28
Specialized Braille Services 29
Study Facilities for Congressional Use 29
Congressional Center in JMMB 29
Congressional Papers 30
Maps for Congress 31
Bibliographic Services 32
Automated Services 33
Conclusion 36

APPENDIXES

I. Outline Catalog of Library Services to Congress

II. CRS Survey and Analysis

III. Law Library Survey and Analysis

IV. Other LC Departmental Surveys and Analyses

V. *Information Resources and Services Available from the Library of Congress and the Congressional Research Service*, U.S., House, Commission on Information and Facilities, June 14, 1976

VI. *Library of Congress Information Resources and Services for the U.S. House of Representatives*, U. S., House, Committee on House Administration, Ad Hoc Subcommittee on Computers, April 27, 1976

VII. Suggestion for a New LC Current Issues Reference Service (Recommendation No. 431 to the Task Force)

VIII. Minutes of Subcommittee Meetings, Outline for Discussion, Draft of Outline for Final Report

IX. Samples of LC Statistical Reporting Forms

FINAL REPORT TO LC TASK FORCE
Subcommittee on Services to Congress

The Subcommittee on Services to Congress took as its charter the two fundamental questions asked by Dr. Daniel J. Boorstin, Librarian of Congress, in elaborating on the need for a complete review of the Library of Congress and its activities. These were: "How well are we serving the Congress? How can we better serve the Congress?"

The membership of the Subcommittee was selected with a view toward providing a representative sampling of personnel from LC departments which have more or less regular contacts with the Congress. They are as follows:

Chairman: Helen W. Dalrymple (Office of the Director, CRS)

CRS: Susan Finsen (Assistant Head, Subject Specialization Section, Library Services Division)

Copyright: Anthony P. Harrison (Head, Book Section, Examining Division; transferred during the life of the Subcommittee to Senior Program Analyst, Office of Register of Copyrights)

Exchange and Gift: Peter Bridge (Assistant Chief)

General Reference and Bibliography: Jane Lindley (who transferred to the Office of Special Programs, Office of the Director, CRS, during the life of the Subcommittee)

Information Office: Nancy Mitchell (who was detailed, during the life of the Subcommittee, first to office of the new Assistant Librarian for Public Education, and then to the Task Force Office)

Information Systems Office: Charlene Woody (Chief, Computer Applications Office)

Law Library: Robert Nay (Assistant Chief, American-British Law Division)

Legislative Liaison Officer: Adoreen McCormick

Manuscript: Paul Heffron (Assistant Chief)

Ex Officio Task Force Representative: Edward Knight (Coordinator, Business and Industry Section, Economics Division, CRS)

The report that follows is the product of many hours of study and discussion on the part of the 11-member Subcommittee on Services to Congress. It points out the principal problem areas in providing improved services to Congress; we hope it will give the Task Force some good ideas to recommend to the Librarian. We appreciate the opportunity we have had to work with the Task Force in developing these recommendations. A cautionary note: the recommendations in the report do not appear in any order of priority; rather, they were inserted in logical order as the various topics were discussed.

METHODOLOGY

A word on the Subcommittee's methodology is in order. In an effort to identify, define, analyze and evaluate the entire spectrum of services rendered to Congress by the Library, the Subcommittee members first described in general terms the services provided by their own departments. They then agreed that the next step should be to obtain from each department whatever written evaluations or surveys of Congressional services might already be available, with a view to developing a "catalog" of such services. Aside from a number of CRS evaluations of its services undertaken over a period of years, CRS regular Annual Reports, which provide a comprehensive overview of CRS services to Congress, and Charles Goodrum's "The Congressional Research Service of the United States Congress," the only written accounts from the individual departments of the Library which placed any degree of emphasis on service to Congress appeared to be contained in certain passages of the annual reports of the Law Library. Based on the general review of Congressional services supplied by the Subcommittee members, it was nonetheless possible to work up a brief outline catalog (see Appendix I).

Because of the lack of evaluation reports from the majority of the Library's departments, the Subcommittee decided that the next logical step was to conduct appropriate surveys of Congressional services on a departmental basis. Because of their highly specialized activities in this area, special attention was given to the Congressional Research Service and the Law Library (see Appendixes II, III). A more generalized questionnaire was also developed for surveying Congressional services provided by other departments of the Library (see Appendix IV for questionnaire and results). These "general" questionnaires were distributed to selected department directors, division chiefs and project heads, with follow-up personal interviews to clarify or amplify the data obtained from the responses. In some cases, the surveys were limited to personal interviews, with the interviewer using the general questionnaire as a guide. All recipients of questionnaires--whether the in-depth CRS and Law Library questionnaire or the general questionnaire--were invited to make comments and recommendations on the expansion or improvement of services for possible consideration by the Task Force.

In addition to the data gleaned from these surveys, the Subcommittee considered recommendations submitted directly to the Task Force by interested staff concerning services to Congress.

The Subcommittee met a total of 17 times between April and November. Early meetings (April and May) of the Subcommittee concentrated on organizational and procedural matters. The month of June was devoted to conducting the surveys. Meetings in July and early August centered on discussions of the findings of the many interviews conducted by each Subcommittee member. Beginning with the August 10 meeting, the Subcommittee began to narrow its focus to matters that might be appropriate for a report to the Task Force. At that stage, the Subcommittee followed an outline for discussion that had been drawn up by the chairman, which included the salient points from all the interviews as well as recommendations submitted to the Task Force directly. At their final three meetings the Subcommittee approved an outline for the final report drafted by the chairman, divided up the writing of the various sections, and then revised and approved the draft of the report.

This process enabled all members of the Subcommittee to gain a fuller understanding of other departments and services of the Library during the six months of the Subcommittee's life. At least among the eleven members, new dialogues were begun, new approaches were explored, new arguments were debated, new friendships were made. Hopefully this report will reflect the fact that the Subcommittee as a group eventually amounted to more than the sum of its eleven equal parts.

COMMUNICATIONS WITH CONGRESS

The Subcommittee's discussion and evaluation of the principal findings drawn from the various surveys and recommendations form the basis for the observations and proposals that follow. The Subcommittee also considered two recently issued Congressional publications: Information Resources and Services Available from the Library of Congress and the Congressional Research Service, issued by the House Commission on Information and Facilities (known as the "Fuqua Commission") (Appendix V) and Library of Congress Information Resources and Services for the U.S. House of Representatives, prepared by the Ad Hoc Subcommittee on Computers, Committee on House Administration (the so-called "Rose Report"). (Appendix VI)

The surveys of staff in the various Library of Congress departments revealed many areas where the need to improve services to Congress was clearly perceived. Although the range of suggested improvements was quite broad, several common themes appeared as the central issues around which the various individual suggestions tended to group themselves. For example, there is a common feeling, especially in the Congressional Research Service, Research and Reader Services

Departments and Law Library, that the members of Congress and their staffs are in need of a much better and more comprehensive education about the Library and the services it can provide. This expanded information program could include such elements as issuance of a special informational brochure on Library-wide services to Congress, intensified substantive public relations efforts directed at Congress from the Office of the Librarian, and more detailed on-the-spot orientation facilities specifically designed for the benefit of Congressional staff. At the same time, the Subcommittee is well aware of the dangers inherent in reaching out to the Congress. Expectations will be raised; the Library's profile will become much more visible. What is needed is a rational, common sense explanation of the capabilities of the Library's staff and the services they are equipped to provide the Congress. A "Madison Avenue" hard-sell approach would obviously be totally inappropriate.

> Recommendation: That the Library embark on a systematic program of informing the Congress about the resources of the Library, the capabilities and expertise of its staff, and the services they can provide. (Other recommendations dealing with specific components of this kind of a program will be found later in this report.)

COMMUNICATIONS WITH STAFF AND BETWEEN DEPARTMENTS

In a parallel fashion, many staff members surveyed--especially those from CRS--felt that the Library's staff in general was insufficiently aware of the Library's statutory obligation to serve Congress as its "Number One Client." The recurrent suggestion, accordingly, was that a program should be established to raise the consciousness of the

Library's staff as a whole as to the particular needs of Congress together with increasing their understanding of and orientation toward dealing with Congressional requests. As a corollary, it was felt that the CRS staff should receive more intensive orientation about the kinds of services available to Congress from other departments in the Library.

Another motif that appeared in staff comments and suggestions was that there should be far better coordination and cooperation between the Congressional Research Service and the LC departments in every phase of their service to Congress. More will be said on these points in later sections of this report.

> Recommendation: That the Library undertake a systematic and continuous program of orientation, training, or retraining of Library employees so that they are made more aware of the importance of serving Congress well; and that the Library do everything it can to encourage better cooperation and coordination between CRS and the other LC departments in providing services to Congress.

STATISTICAL REPORTING NEEDS

Because of their fundamental roles in providing services to Congress, CRS and the Law Library regularly compile statistics on their activities. However, the Subcommittee found that the Library as a whole prepares little if any statistical data on the variety of services to its "Number One Client." There appears to be no general policy or guidelines on the kinds of statistics to be kept for all departments to follow. For the most part, statistics are of a random sort and reflect no consistent philosophy. For example, in the Processing Department, only the Exchange and Gift Division and the Order Division perform any regular services for the Congress. Both divisions keep some records of these activities--as it happens, of telephone calls received from Congressional offices. E&G, which recorded 556 calls in FY 1975 and 474 in FY 1976, reports these statistics weekly to the Assistant Director (Acquisitions and Overseas Operations) of the Processing Department. No report, however, is made of the Congressional visitors who come to the Division daily to examine and select duplicates for their offices or the use of constituent libraries. The Order Division reports Congressional telephone calls (28 calls in FY 1976, nearly all of which concerned book prices) to the Department of Research for inclusion in the latter's annual statistics. And Loan Division, which has extensive contacts with the Congress through the loaning of materials from the Library's collections, bases its statistics on the number of items being loaned, not on the number of Congressional requests it is responding to. The emphasis here is clearly on keeping track of the Library's materials rather than of the services provided to the Congressional client.

Where statistics on Congressional services are collected, then, more emphasis seems to be placed on the form (telephone, letter, in-person visit) rather than on the substance of the request (what kind of information/research was needed) and the amount of time it required.

While this Subcommittee is acutely aware of the extreme complexity of statistical reporting already being conducted by the various departments and their constituent divisions (examples of some of the statistical report forms can be found in Appendix IX) it does believe that the Task Force should examine the matter of reporting statistics on Congressional activities very thoroughly with a view to identifying those aspects of activity that should be regularly reported in statistical form. As a note of caution, the Subcommittee feels that any new statistical policy regarding Congressional services should recognize the need for simplicity and relevance, since the existing statistical work load is so great. Special care must be taken to assure that the data gathered reflect significant activity, and this is particularly true in departments whose role is peripheral in direct services to the Congress.

> Recommendation: That the Task Force consider the feasibility and desirability of requiring all LC departments to report statistics on their services to Congress annually to the Librarian in a simple and consistent manner. Basic elements in such a reporting system would be date of receipt of inquiry, requesting office (Member of committee name), purpose (official/legislative, staff, constituent), kind (telephone, letter, in-person), description of data requested, amount of time required to answer it, and division or section which provided the final response. Such statistics as are collected should assist the Librarian in preparing budget justifications for the annual Congressional appropriations process.

ADMINISTRATIVE PRIORITIES

One general item which the Subcommittee could not agree on was the matter of giving "services to Congress" top priority in all internal administrative operations of the Library. This would mean that personnel actions for LC employees dealing with the Congress would have to be processed before all others; that the broad category of "Congressional services" would have first call on supplies and equipment, on book and periodical orders, and on access to the computer; and that units of the Library serving the Congress would have top priority in terms of limited space on Capitol Hill.

While the Subcommittee felt that this might be a good idea in theory, its practical application might cause more problems that it would solve. A much more worthwhile objective, it would seem, would be to try to upgrade all administrative support services throughout the Library: for example, to provide adequate supplies and equipment to all LC personnel, to process all personnel actions expeditiously, and to expand computer services where appropriate. On the very complicated and difficult questions of space, there is no doubt that the Library Administration, which is committed to service to Congress, is cognizant of the importance of keeping vital Congressional services in the Library as geographically close to its important customers as possible.

On this point, it is interesting to note that being physically near the House and the Senate was rated by CRS researchers on the CRS questionnaire as one of the most important factors in the CRS working environment conducive to developing close and productive working relationships with Congressional staff.

HEIGHTENING THE PROFILE OF THE LIBRARY

As was mentioned earlier in the report, one of the recurrent themes which the Subcommittee found in the course of its investigations was the need for the Library to undertake a greater educational effort vis-à-vis the Congress. What is needed is a systematic and comprehensive approach to telling the Congress what services the Library can provide its Members, committees, and staffs.

For example, a brochure similar to "CRS Services to Congress," explaining all LC services available to Congress, would be most useful. Brochures are available in the Library now to describe particular services to readers, to the public, and to special clientele (such as "Services of the Law Library"); however, there is no comparable guide for the services provided to the Congress by the entire Library. Perhaps what is needed is a brochure for each department; however, some departments offer few direct services to Congress. [It should be noted here that a brochure on the Library's services to Congress will be distributed to the 95th Congress.]

The Subcommittee also discussed the idea of expanding and personalizing the existing tour services of the Library for Members of Congress and their constituents. Special times during the day could be set aside f Congressional tours, and special LC tour cards could be provided to all Congressional offices. This kind of arrangement now exists for tours of the FBI, the State Department and the White House.

Another innovative service the Subcommittee discussed was the establishment of a reception center for Members, staff, and constituents, so that when they come to the Library there is some particular place set aside for them to be greeted and to be given an orientation to the Library. As part of this reception center, an innovative service that could be made available is a self-initiating slide display illustrating the services available to Members and staff, and, along with such a presentation, a checklist that the individual could fill out after watching the slide display to indicate areas of special interest in which a follow-up briefing was desired.

This kind of a presentation could also be packaged in such a way that it could be sent to Congressional offices for viewing or could be used by a Library staff member when making a presentation in a Congressional office.

[CRS has recently let a contract for a slide presentation that is comprised of four,ten-minute modules describing the services which CRS provides to the Congress. This could perhaps form the core of the self-initiating display the Subcommittee is recommending; one or two modules explaining the various services offered throughout the Library, such as the audio-visual services, assistance with files organization, and so forth, could simply be added to it. The CRS slide display presently being developed is not a self-initiating one; it is designed to be operated by a member of the staff so that questions could be raised spontaneously. It is, however, conceived as a presentation that can be packaged as a portable unit for use in Congressional offices.]

> Recommendation: That the Task Force give urgent consideration to recommending a greatly stepped-up program of public relations with the Congress. Some elements of an improved communications program were listed above: (1) a brochure describing Congressional services available from the Library; (2) a wallet-sized card giving important LC phone numbers; (3) a self-initiating slide display explaining LC services; (4) a "Congressional visitors" reception center; and (5) an expanded LC tour program. Undoubtedly, many other steps along these lines could be taken. To repeat the cautionary note mentioned earlier: The Subcommittee is well aware of the dangers inherent in reaching out to the Congress. Expectations will be raised; the Library's profile will become much more visible. What is needed is a rational, common sense explanation of the capabilities of the Library's staff and the services they are equipped to provide the Congress. A "Madison Avenue" hard-sell approach would obviously be totally inappropriate.
>
> With regard to CRS, for example, the Service could probably profit from a more systematic program of liaison with the Congress at the highest management levels of the department. A twofold purpose would be served here: The Congress would get a better idea of the unique reference and search capabilities available in CRS; and CRS management would get some valuable feedback from its users as to how well it's really meeting the needs of Congress

COORDINATION OF SERVICES TO CONGRESS

Results of the Subcommittee's staff surveys and the group's recognition of the need to improve the Library's service to Congress led it to consider organizational changes. The Subcommittee generally agreed that the Library should reaffirm its commitment to priority service for Congress. Beyond this policy declaration, the Subcommittee proposes the creation of a new organizational entity located in the immediate Office of the Librarian, where it will have continuing visibility and authority.

Several organizational alternatives were considered by the Subcommittee, two of which will be discussed below, but all proposals were designed to achieve the goal of increasing the Library's awareness of priority service for Congress and improving its overall quality.

The proposed new office would work closely with CRS but would focus primarily on the services provided by other departments of the Library. An inquiry control unit like CRS's might be established to receive some inquiries directly, but it would be used primarily to receive and reassign all referrals from one department to another (mostly from CRS). Such a control unit would help achieve the standardization of the Library's reporting of statistics on services to Congress and might utilize the automated Inquiry Status System currently being developed by CRS. The Subcommittee in no way wishes to delay response time by introducing another bureaucratic layer. Hence, it recommends that calls should be received directly when the caller already knows the appropriate unit to phone. All directly received requests, however, should be reported back to the proposed office for control purposes. Such centralized control would facilitate follow-up on Congressional requests to assure a timely response.

This office might also have responsibility for selective review of information going out of all departments of the Library to the Congress to assure a high quality product and to assure that responses confirm to stated Library policies. This would not apply in substantive matters, to CRS, which was given "complete research independence" by the 1970 Legislative Reorganization Act, nor to the Copyright Office, which has the statutory authority for administering copyright law, and, by necessity, offering interpretation of its provisions. It would also provide the impetus and administrative support for a more ambitious Congressional education program, which the Subcommittee thinks is essential to improve service to Congress (see Recommendations on pages 6 and 7 of this report).

This educational program would operate on two fronts: it would acquaint Congressional staff with services and resources available from the Library, and it would educate the Library staff about priority service to Congress and their role in the legislative process.

This office would provide a coordinating mechanism for Library services to Congress and would assist in the development of innovative and improved services for Congress. It would work closely with all the LC departments, serving as a focal point for liaison officers in each department. It would also provide a communication center when there is disagreement over the allocation of limited internal resources (computer time, personnel support and other administrative services) when they relate to Congressional service. In addition, such an office would provide an appropriate locus in the Librarian's office for the receipt of Congressional recommendations and complaints.

One proposal the Subcommittee considered was to create an Assistant Librarian for Congressional Services to carry out the functions enumerated above. Such an office might include two subunits: an Office for External Liaison (encompassing the functions of the present Legislative Liaison Officer) and an Office for Internal Liaison. The latter would be composed of liaison officers in each department, whose principal responsibility would be coordinating and monitoring Congressional requests in his or her department. In those departments which do not have extensive dealings with Congress, these officers would doubtless have other responsibilities as well.

Elevating the Congressional services function to this level would accomplish most of the objectives the Subcommittee thought were important if the Library is to upgrade and improve its service to Congress. There are, however, several problems with the Assistant Librarian proposal.

First, an Assistant Librarian would likely have no actual line authority over the departments, and might not be any better able to effect change than a lower level staff person. Second, there might be confusion over the relationship between an Assistant Librarian and the Director of CRS. While some felt this was minor and could be worked out, others felt that there may be some conflict with the statutory independence of CRS. Third, there was a consensus in the Subcommittee that it would be easier to upgrade a lower level office than to do the reverse.

An alternative proposal the Subcommittee considered was the creation of a Coordinator of Congressional Services in the Office of the

Librarian to coordinate and focus Congressional services Library-wide. The Subcommittee felt that such a Coordinator could carry out all of the duties envisioned for this kind of position without some of the attendant problems of the Assistant Librarian proposal.

The Coordinator would head up a committee of departmental liaison officers which would coordinate and monitor departmental services to Congress. This committee would provide an arena for communication and coordination, for resolution of departmental conflicts, and it would recommend improvements to the departments and/or to the Librarian. Like the proposal for an Assistant Librarian, the Coordinator would be expected to achieve the following objectives: to exercise control over requests going to non-CRS departments, to standardize statistical reporting, to propose innovative services, to raise the level of interdepartmental communication, to educate the Library staff on the importance of serving the Congress, and to provide the impetus for the public relations project noted above.

The Subcommittee did not resolve the question of whether this position would include the functions of the present Legislative Liaison Officer or whether this would be a separate office.

> Recommendation: That there be created in the Office of the Librarian an Office of Congressional Liaison and Referral, headed by a Coordinator of Congressional Services.
>
> That there be designated in each department of the Library a liaison officer for Congressional services, who, with the Coordinator, would constitute a Library-wide committee to provide a mechanism for coordinating services to the Congress.

LEGAL SERVICES FOR THE CONGRESS

Under the present organization of the Library, service to Congress involving general legal reference and research is divided between the American Law Division of CRS and the five divisions comprising the Law Library. The American Law Division provides reference and research services strictly in American law. The Law Library handles Congressional research and reference involving foreign law as well as providing "quick" reference answers in American law. It sends materials on loan from its facilities in the Main Building and from the Law Library in the Capitol, and it is the back-up legal resources center for CRS.

The responsibilities of the American Law Division are limited strictly to Congress. The responsibilities of the Law Library are first to Congress, secondly to the other governmental agencies, and then to the legal profession and the general public.

The question in this area considered by the Subcommittee was whether Congress is best served under the present system or whether some organizational change could improve that service.

The four major alternatives presented for the Subcommittee's consideration were:

1. No organizational change should be made. The system is operating well and any changes made should be internal improvements within CRS and the Law Library.

2. Keep the status quo as far as organizational structure is concerned but attempt to improve service to Congress through a closer coordination between the American Law Division and the Law Library.

This would be accomplished mainly through liaison officers and a committee that would not only seek cooperation with respect to legal services but for services throughout the Library of Congress.

3. A new legal structure should be created, i.e., a National Law Center within the Library of Congress that would centralize all legal research and reference personnel and collections, providing service to Congress and all the other patrons currently served by the Law Library. Under this concept, the legal research leadership for the entire legal community as well as for the Congress would be centralized in the Library of Congress.

4. The Law Library, as presently organized, should be discontinued. The foreign law divisions should be more closely aligned with CRS (or with the Research Department). The American aspects of the American-British Law Division would be transferred as a Law Division to the Department of Reader Services.

The first and second alternatives would involve working within the present organizational structure. The third and fourth alternatives would probably require Congressional action before either could be implemented. Regardless of which alternative might be considered most appropriate, there was a general consensus of opinion by the Subcommittee that a strengthened Law Library would result in improved service to Congress as well as to its other constituents. The manner in which this might be accomplished was presented in various direct recommendations to the Task Force (see Task Force Recommendations 58; 78; 81; 166, sec. 12; 231; and 235). The Law Library survey also pointed out some shortcomings that could be remedied (see Appendix III). There are problems of bibliographic control of the foreign legal materials, of greater visibility for the services of the Law Library, of more autonomy in the areas of acquisitions and processing, and of more cooperation between the attorneys in the Law Library and in the American Law Division. Many of the programs pointed out in the recommendations, including an expanded publications program and the preparation of foreign legal information data bases, would involve increased space and staff.

The Subcommittee felt that the first alternative was not the most satisfactory. There is definitely a need for improved service and to achieve it some specific action should be taken, particularly in the area of cooperation between the attorneys in the American Law Division and the Law Library. This would involve some type of interdepartmental structure.

The Subcommittee felt that the second alternative could be accomplished in the short run with a minimum of disruption of the present structure. This would mean a strengthening of the cooperation between the various law divisions through the institution of a library-wide Coordinator for Congressional Services and departmental representatives for the Law Library and CRS,* who would work together within the organization to improve that service. (*See page 21.)

A strong case was presented for the formation of a National Law Center, and several of the members of the Subcommittee were favorably disposed to this concept. The merits of the increased legal research capabilities inherent in such a plan would undoubtedly redound to the benefit of Congress in the long run. However, it was felt to be beyond the mission of the Subcommittee to recommend this procedure due to its many ramifications and the need for further study in this area.

The fourth alternative had no advocates on the Subcommittee and was not seriously considered. Being a divisive rather than a cohesive plan, it would tend to diminish services.

> Recommendation: That the Task Force consider the creation of some formal mechanism under the general authority of the Coordinator of Congressional Services to assure that the Law Library and the American Law Division of CRS work more closely together. This would be especially valuable at the attorney/researcher level. A more thorough understanding on the part of the two departments of their respective capabilities, as well as a greater exchange of ideas between them, would undoubtedly work to the benefit of Congress.
>
> In the longer run, the Task Force may wish to suggest that an upgrading of the Law Library to make it foremost in the country would be worth a major study of its own.

CONGRESSIONAL LOAN POLICY

There is now duplication of activity in the loaning of materials to Congress. Loan Division, of course, is responsible for charging and keeping records of all materials loaned from the Library's collections--to Congress as well as to other authorized borrowers--and for maintaining the offical loan lists authorizing borrowing privileges

---

*In this connection it is interesting to note that some progress has been made in improving CRS-Law Library communications just through the vehicle of this Task Force process. Law Library staff are now able to receive annotated bibliographic citations (SDI) from CRS; Law Library services are now mentioned in the briefings which CRS regularly gives to interested Congressional staff; and the Law Librarian met with the CRS division chiefs to explain the kinds of services his staff provides to the Congress and to its other clientele.

for Congressional staff members. Loan Division also undertakes special searches at the request of Congressional users.

The Congressional Reference Division of CRS also does a substantial amount of searching for Library materials for Congress's use. Confusion is apt to result when the original requester tries to track down the status of his request and can't find it; usually because he originally called Loan Division to request the book and is now trying to determine its status through CRS. Complete automation of Loan Division's charge records files and of the CRS Inquiry Status System would alleviate this problem somewhat, but this is not likely to come to fruition in either department for a year or two.

More important than the recordkeeping aspects of the loan of materials to Congress is the necessity for understanding the particular needs and demands of the Congress. This is necessarily part of the training of employees in CRS; it is not so likely to be emphasized in the Loan Division, whose principal function is as custodian of the general collections.

> Recommendation: That the Task Force explore the feasibility of rationalizing the loan and searching of materials for Congress and of maintaining the lists of authorized Congressional borrowers. (These lists are currently used by CRS to try to determine which Congressional staff members are "authorized users" of LC/CRS services.)
>
> At least two alternatives should be studied: (1) to transfer this activity totally to CRS, with provision being made for the retention of centralized recordkeeping in Loan Division; or (2) transferring as much as possible of this kind of activity from CRS to Loan Division, with an

accompanying change in training emphasis for employees providing this service, in order that they may be more cognizant of Congress's special needs and demands.

LC REFERENCE CENTERS AND BOOK ROOMS

The Book Rooms and Reference Centers of the Library now come under the jurisdiction of three different departments: CRS, Law Library, and Reader Services. In recent years, the functions of most of the rooms have gradually shifted from centers for collecting books being returned to the Library to centers providing reference services for Congressional offices located in the various office buildings.

CRS now oversees three of the Reference Centers, offering reference services and the use of specialized automated equipment in three locations: Russell, Rayburn, and Longworth Office Buildings. They will shortly open a fourth center in HOB Annex #2 (the old FBI Building on Third Street, S.W.).

The "Congressional Section" of the Loan Division, which is headed by Tom Gwinn in the Capitol, runs the Cannon Book Room and the Library Station in the Capitol (which is the outlet for the Capitol Carrier or "tube" from the Main Building of the Library). The Cannon Book Room is basically a book collection and distribution center. Capitol Station, on the other hand, provides reference services to Member and committee offices located in the Capitol which are very similar to those offered by the CRS Reference Centers, as well as providing Congressional documents to the Office of the Librarian.

The Law Library in the Capitol also provides some of the kinds of services to Congress which are offered by the CRS Reference Centers, but its emphasis is solely on legal information and research. Its only linkage is to the Law Library in the Main Building of LC.

Another quirk which this mixed administrative structure introduces concerns deliveries to Congressional offices. The CRS messengers are responsible for delivering books and CRS materials to each office, but they must ride to the various office buildings on the Central Services Division truck. Once the truck arrives at the appropriate building, the CRS messengers unload their materials, sort them in the Reference Center, and then deliver them to each office. A Loan Division employee stationed in each Book Room or Reference Center (under the supervision of Tom Gwinn) is responsible for logging books in and out of the centers. In the Cannon Building, the Loan Division employee delivers books; the CRS messenger assigned to Longworth delivers CRS materials. Deliveries to the Capitol are handled by the Loan Division, using either the Capitol Carrier or a messenger. The role of the Law Library in the Capitol is limited to the loaning and delivery of its own materials to Congress.

The differing departmental philosophies of CRS and Reader Services have caused a number of strains in the delivery system over the years and have made cooperation in delivery of Congressional materials difficult from time to time.

> Recommendation: That the Task Force consider placing all of the Library of Congress "outposts" under the general supervision of CRS, so that their functions can be more closely aligned and their purposes--to serve Congress in an outreach capacity--can be more strongly emphasized. A unified administrative structure would also simplify the problem of getting materials delivered to Congressional offices in a timely and efficient manner.
>
> That the Task Force give special consideration to the functions of the Law Library in the Capitol, and whether its role, as specified by law, can be strenghtened to better serve the Congress. This kind of a study was beyond the resources of this Subcommittee.

THE REFERENCE MACHINE

The Subcommittee gave serious consideration to a proposal submitted to the Task Force concerning a new LC current issues reference service or "reference machine" (see Appendix VII). The basic idea of the reference machine proposal is to utilize the significant resources that have been gathered in CRS in order to respond to reference queries from Congress to answer questions from other sources as well. The rationale is that cooperation in the use of these resources would greatly enhance the overall reference capabilities of the Library of Congress.

The Subcommittee felt that the reference machine would indeed substantially augment the reference services now rendered by the Library--especially by the Reader Services Department--to the media, the American library community, and the general public. However, a number of negative factors presenting potentially serious ramifications were identified; among them was the impact on the CRS bibliographers.

At present, these bibliographers not only index and classify all the materials which they review and select for inclusion in the various CRS files and data bases, but they also serve as librarians to the CRS research divisions. Under the proposal, the Library Services Division, of which these bibliographers are a part, would be removed from CRS along with the Congressional Reference Division and placed in a new reference department. This would obviously mean that the CRS bibliographers would not be available to serve as librarians to the CRS research divisions. Another problem raised was that it would compound the existing problems of assigning reference inquiries involving both the Congressional Reference Division and the CRS research divisions. At the present time, though the bulk of the reference inquiries are handled by the Congressional Reference Division, a considerable number are answered by the research divisions, and some concern was expressed about the effectiveness of coordinating Member and committee reference requests. There was also concern about maintaining preeminent service to the Congress in the face of the heavy demand that would undoubtedly be generated from the public and the media--increasingly so as the service became well known. In any event, it was the consensus of the group that the whole idea goes beyond the scope of what this Subcommittee could explore in depth.

> Recommendation: That the proposal for a reference machine be given further consideration by the Task Force and appropriate Library officials, including

an in-depth study of its pros and cons and its ramifications for CRS and for the Library as a whole. It was thought, as an alternative, that it would perhaps be sufficient to stay within the constraints of the first step outlined in the development of the reference machine on pages 2 and 3 of the proposal, keeping the basic files intact in the Congressional Research Service, but, through administrative procedures, making these files available for use by certain designated staff in other departments of the Library.

REFERENCE CONSULTANTS FOR CONGRESSIONAL OFFICES

On the assumption that a new Member's office is inundated with printed information, the Subcommittee proposes that the Library do more to advertise its services to Congress than to mail packets of information to all offices. To supplement the printed word, the Library could offer the services of an LC librarian or other professional who could explain the LC/CRS services available, the value of an office reference collection, assist in organizing such a collection (and distribute the CRS multilith "Working Tools For Congressional Offices"-74/221 CR), and instruct offices in various areas (i.e., staff functions, the use of Congressional Reference Centers, etc.) This position (or positions) of reference consultant could possibly be filled from the staffs of the Reference Centers which would help to increase the visibility of the centers and their value as front-line representatives of the Library. This kind of instruction is currently available from CRS upon request and is occasionally provided.

> Recommendation: That the Task Force consider the feasibility and desirability of making available to Members' offices on a regular basis a librarian or other professional staffer to help organize an office reference collection, to explain LC/CRS services to Congress, and possibly to help in organizing the office staff.
>
> One caveat should be added here: the Joint Committee on Congressional Operations publishes handbooks for the House and Senate to help Members manage their offices. Advising Members and their staffs on how their offices could most efficiently be organized and managed comes very close to the jurisdiction of the Joint Committee. If any steps--other than those that could be described as purely "librarian" in nature--are seriously considered, they should be discussed with JCCO before going ahead.

PROJECTION EQUIPMENT

The Prints and Photographs Division currently provides through its Motion Picture Section screening equipment for Congressional offices and projectionists for the equipment. However, the service is not well known to the Congress, and it is a low priority activity in the view of the Prints and Photographs Division. There is a demonstrated need for the service; indeed, a special appropriation was sought from and granted by the Congress to purchase this equipment with the proviso that it be available for Congressional use.

> Recommendation: That the Task Force consider transferring this audio-visual equipment to the Congressional Research Service and that it be located in the CRS Reference Centers. Staff in the Centers could be trained to use the equipment. Careful loan records should be kept in order that the equipment can be used to the optimum.

SPECIALIZED BRAILLE SERVICES

A suggestion was made to the Subcommittee that the Division for the Blind and Physically Handicapped might offer to transcribe into braille newsletters for Members of Congress. Since these newsletters are primarily of a partisan nature, the Subcommittee does not concur with this recommendation. The Subcommittee does see merit in the Division providing transcribing services for Members of Congress in writing and receiving mail from blind constituents.

> Recommendation: That the Task Force explore with the DBPH the feasibility and desirability of transcribing letters written by Members of Congress to their blind constituents.

STUDY FACILITIES FOR CONGRESSIONAL USE

At the present time, because of pressing space needs, there are very few study rooms available in the Library for Congressional use. Over the years, Congressional offices have found these facilities to be very useful.

> Recommendation: When the Madison Building is occupied, consideration should be given for one tier of study rooms in the Thomas Jefferson Building being reserved for Congressional use with a reference librarian on duty. Special messenger service for the delivery of books should be provided.

CONGRESSIONAL CENTER IN JMMB

An oral history project for former members of Congress, already under way, offers the Library an opportunity to facilitate the collection, preservation, and servicing of unique primary source material for a study of the U.S. Congress and its members. This project, begun in 1970 by an organization known as Former Members of Congress, proposes to tape record all former Members. Twenty-five oral histories a year are projected. In the fall of 1975, the Library agreed to be the repository for the tape casettes and transcripts; and in May 1976, the Librarian was presented with the first installment.

> Recommendation: That the Task Force consider the ways in which this important program of collecting and maintaining the tapes from the Former Members oral history project can best be developed and publicized. A Congressional Center in the Madison Building to house not only the oral histories but also other kinds of material which may be anticipated in the future (e.g., televised debates of the House and Senate), is one alternative.
>
> In lieu of creating a whole new office to run the Center, the Task Force may prefer to recommend that existing Divisions (Music, Manuscript, Motion Picture Section of Prints and Photographs) be utilized to perform the custodial functions that this project entails. In any case, its full development will require sophisticated treatment of the material in the form of catalogs, guides, subject indexes, etc., as well as adequate personnel and facilities for its servicing.

CONGRESSIONAL PAPERS

Another innovative service which could be offered to Members of Congress is advice and assistance concerning the arrangement and disposition of their papers. On an ad hoc and informal basis such a service already exists. For example, staff members of the Manuscript Division are occasionally asked to visit the office of a Member and are queried about the kinds of material which should be preserved for researchers and the most appropriate arrangement of the papers to facilitate research. Other questions concern access restrictions, literary rights in the papers, guides, indexes, and the like.

> Recommendation: That the Task Force consider regularizing and publicizing LC assistance on arrangement and disposition of Congressional papers. This could be done by including it in Goodrum's multilith on "Working Tools for Congressional Offices," as is now done for the service provided by the Central Services Division of LC (p. 4 of the multilith) for the setting up of office files.

MAPS FOR CONGRESS

Additional potential services to Congress and its committees were suggested in interviews with officials of the Geography and Map Division. For example, the Division would like to provide computer produced thematic maps and various kinds of maps in microform. There is a great need also for detailed street maps of Congressional districts. This type of map is especially important for the large urban districts. Although the actual number of these kinds of requests received by CRS at present is relatively small (10-20 per year), there would undoubtedly be a greater call for them if acceptable maps could be provided. It is very difficult for Members in urban districts (especially if their boundaries have recently been changed) to know exactly which streets fall within their district. A large wall map of their district, including streets, would be a great help to them.

Recommendation: That the Task Force give consideration to exploring with Geography and Map the feasibility of providing specialized Congressional district maps for Members of Congress as well as other kinds of particularized maps that they would find useful.

BIBLIOGRAPHIC SERVICES

Specialized bibliographies on a wide range of topics are requested and utilized by many Members of Congress. At the present time, most of these are prepared by CRS: some by computer, some by specialist librarians, some by analysts in particular fields. However, there is a great deal of bibliographic expertise in the Library that is generally not being tapped in responding to these kinds of requests, especially in the General Reference and Bibliography Division of the Reader Services Department. In terms of duplication of effort, instances were cited before the Subcommittee of long, comprehensive bibliographies on the same topic appearing at virtually the same time from CRS and other departments of the Library (such as Science and Technology Division).

Recommendation: That the Task Force consider at the very least some mechanism for coordinating improved bibliographic efforts for the Congress.

Another alternative would be to have all non-computerized bibliographies prepared by GR&B. However, the present focus of GR&B on perfect bibliographic form would undoubtedly have to be altered so that they could meet pressing Congressional deadlines.

AUTOMATED SERVICES

The Library of Congress offers a wide variety of automated services to the Congress. A detailed description of these services can be found in the Rose Report (Appendix VI) and on pp. 41-47 of the Fuqua Report (Appendix V). This Subcommittee did not go into the whole area of automated services for the Congress in any great depth because so much had already been written on the subject and because other Task Force Subcommittees were considering it. (And a report based on a survey of Senate usage of the Library's automated services will be issued within the next month or two.)

However, it is evident that the Congress will rely more and more on the Library's services in the field of information retrieval, and the Library's resources should be adequate to the ever-increasing demand. One problem area which was specifically brought to the Subcommittee's attention is that of training Congressional staff to use the computer terminals and the various information files that are available.

At the present time there are some 122 terminals in the Senate and 93 in the House of Representatives for the purpose of direct access to the information files operated in the SCORPIO information retrieval system. All Senate and House staff members using these terminals have been given their initial training by the CRS Information Systems Group (ISG). Re-training, follow-up training, and training on changes in the files in the House has been a continuing responsibility of ISG. Follow-up training in the Senate has been the primary responsibility of the Senate Computer Center. Recently, however, CRS has been advised that during the 95th Congress the Information Systems Group will be asked to take over the greater share of training and orientation activity for SCORPIO users in the Senate.

Until now, most of the training activities carried out by CRS for system users in the Senate and the House have taken place in respective House and Senate offices. During the past year, however, the number of information files in SCORPIO has almost trebled, and at least four more files will be added during FY 1977. This will result in doubling the amount of time required for initial training of new staff, and an increase in the time required for followup training sessions. Experience in working with the House Commission on Facilities and Information as well as with the Senate Computer Center has clearly shown that training efficiency is significantly enhanced if the training can be conducted in a classroom enviornment free from the many interruptions inevitable in a busy Congressional office. In addition, personnel from several offices at a time may be trained in a classroom without any loss of effectiveness from the one-on-one situation. At the same time, the limited CRS training staff is much more effectively utilized.

Recommendation: That the Task Force consider the feasibility and desirability of establishing a small, centralized training facility in the Library for use in training new SCORPIO users and for follow-up training of persons already familiar with the system and its files. This kind of a facility could be used not only for training Senate and House staff, but also staff of all LC departments as well. The CRS Information Systems Group could form a nucleus of experienced trainers that could be supplemented by the parttime assignment of personnel from each of the other Library departments concerned with utilization of the on-line files within SCORPIO.

CONCLUSION

Serving the Congress is not an easy task. The needs of individual Members, of committees, of professional staff in the Congress vary widely. Their perceptions of how those needs can best be met differ considerably.

This Subcommittee feels that the Library of Congress can help to fulfill the needs of Congress by: first, setting the pace for priority service to Congress at the highest management levels of the Library; second, undertaking to educate the Congress about the kinds of expertise the Library has and the services it can provide; third, promoting greater internal coordination with respect to services to Congress between Library departments; fourth, continually evaluating the quality and level of the Library's service to Congress; and fifth, proposing new and innovative services that would be both useful to the Congress and appropriate to the Library's role.

The Task Force is undoubtedly aware that the functions and services of the Library of Congress, as well as of the other legislative support agencies, are currently under very close scrutiny by the Congress. Some of these studies have been alluded to in earlier sections of this report; many of them have not yet been published at this writing. But once they become available, they will form a very useful body of material with respect to the needs of the Congress and their perceptions of how well the Library is meeting those needs. They should be considered as Appendixes to this report as they are issued. A short catalog of these studies can be found on the next page.

CATALOG OF RECENT AND ONGOING SURVEYS OF CONGRESSIONAL SERVICES AFFECTING THE LIBRARY OF CONGRESS

CONDUCTED BY	STUDY	OBJECTIVES	BEGINNING DATE	COMPLETION DATE
1. Task Force on Information Resources (of the House Commission on Information and Facilities (known in CRS as the "Fuqua Commission")	"LC and CRS Information Resources and Services to Congress"	To compile comprehensive reports on CRS & LC's information resources and services to Congress	Ap. 10, '75	Final report was printed June 14, 1976
2. House Commission on Information and Facilities	"Management Study of CRS"	To study "organizational framework of CRS that makes it effective or ineffective" in providing information to the House	Ap. 20, '75	Targetted for end of July 1976; final draft being prepared
3. Commission on the Operation of the Senate	a) "Survey on Congressional Support Agencies	To analyze the performance of the 4 Cong. Support Agencies including CRS, to ultimately aid Senate in promoting better use of the Support Agencies	May '76	August 15, 1976; final draft being prepared
4. Commission on the Operation of the Senate	b) "CRS Policy Analysis/Interdisciplinary Research Study"	To explore interdisciplinary research efforts by CRS (one of the 16 topics for Comm's in-depth analysis)	Jun 1, '76	Early August 1976; final draft being prepared
5. Senate Comm. on Rules & Admin. Subcommittee on Computer Services	"Senate Automation User Survey of CRS Files"	To evaluate the CRS's SCORPIO system & automated files in connection with terminal network in the Senate	May '76	September 1, 1976; final draft being prepared
6. **McKinsey & Co.** with CRS and External Advisory Personnel	"Evaluation of Legislative Documentation Activities in CRS"	To conduct a market analysis and production evaluation of CRS legislative documentation activities, esp. Bill Digest	1) May 26, '76 (discussion) 2) July 30, '76 (proposals due)	January 21, 1977

A final thought: although it was made clear to this Subcommittee right from the outset that the separation of Congressional services from the Library's other functions was not to be considered, the members felt that it should at least be mentioned. The Subcommittee did not give it any real consideration. However, other groups in the Library (notably, at the moment, the Congressional Research Employees Association) have thought about it and will continue to propose it. In that light, it should be kept in mind that some people do consider it as a viable organizational alternative for providing reference and research services to the Congress.

#412

FINAL REPORT
OF THE
TASK FORCE SUBCOMMITTEE
ON
SERVICES TO LIBRARIES

Members

David Carrington	Geography and Map Division
Paul Edlund	Processing Department Office
Prentiss Gillespie	Preservation Office
Marlene McGuirl	American-British Law Division
Josephine Pulsifer	MARC Development Office
David Remington	Cataloging Distribution Service
Jacquelyn Ricketts	Copyright Cataloging Division
Christopher Wright	Task Force Office
Ellen Zabel Hahn	Division for the Blind and Physically Handicapped
Robert Zich	General Reference and Bibliography Division

Lucia J. Rather
Chairman
Processing Department
October 6, 1976

TR0043500

TABLE OF CONTENTS

Page

INTRODUCTION.. i

SUMMARY... ii

I. National Library Service.................................. 1

II. Outreach... 6

III. Publicity... 10

IV. Reducing Charges for Services............................ 14

V. Other Projects.. 15

APPENDIXES

1. A Preliminary Collection of Data Sheets Describing Services to Libraries and Librarians by Various Units of the Library of Congress

2. Sample Pages from American Libraries

3. Special Projects Relating to Law and Legal Collections

INTRODUCTION

The Library of Congress functions as a national library, although it is not legally established as such. In this role it provides services to the nation's libraries which it would be difficult if not impossible to derive from local sources. Among these are standards, centralized data bases, national catalogs, etc. The Subcommittee has reviewed the existing services provided by the Library and recommended continued expansion of certain general areas. It has not attempted to specify bibliographies, publications, and products that have been covered by other subcommittees.

SUMMARY

The Subcommittee recommends that the Library continue expansion of its activities as a de facto national library in the following areas: (1) cooperative building and use of data bases, (2) interlibrary loan, (3) national periodical center, (4) national reference service, (5) national referral center for multiple disciplines, (6) increased coverage of specialized subject areas and forms of material, (7) establishment of standards, (8) research in preservation, and (9) acquisition of foreign materials.

The Library should establish a systematic outreach program through workshops, internships, and consultant services. It should publicize its services more widely through a directory, a referral center, and regular columns or contributions to scholarly and research journals, brochures, and newspapers. The Library should seek ways of making its products available at a price within the financial reach of all libraries. Finally, three special projects are recommended: (1) retrospective conversion of the National Union Catalog into machine-readable form, (2) development of a national on-line ready-reference data bank, and (3) establishment of an Office of Library Research.

I. NATIONAL LIBRARY SERVICE

There are six general areas in which the Library of Congress as a national library should exercise leadership and guidance.

A. The Library should assume a leading role in the development of a national library network. The following activities are among those which the Library should investigate with a view to developing independently or promoting under other auspices.

1. Cooperative building and use of data bases. The Library of Congress should take the lead in establishing or promoting programs for the cooperative building and use of bibliographic data bases. Experience to date in the CONSER Project for serials and planning for the implementation of an ongoing CONSER System to be managed and operated by the Library of Congress show that such cooperative or contributed data bases require both the adoption by participants of a set of agreed upon practices or conventions with respect to retrospective as well as currently cataloged materials, and the authentication of contributed records by a central agency. More experience is needed before determining whether decentralized input is an effective technique. Further investigation is needed to determine the feasibility of decentralized input of holdings information for the production of union lists or catalogs. Projects underway will also provide

experience in the cooperative use of data bases for serials and monographs. If technically feasible and cost-effective methods are achieved, such bibliographic and holdings files should be continued or developed for monographs, serials, microform masters, federal, state and local documents, and perhaps other forms or special groups of materials. The uses of commercial data bases and cooperation with them should also be investigated.

2. An interlibrary loan system based on the bibliographic and holdings information recommended. The system should include the following capabilities:
    a. Automatic switching of requests from one source to another, according to a programmed pattern, until all known sources have been queried.
    b. Automatic feedback to the requesting library on the progress of the search.
    c. Automatic fee charging and accounting where applicable.
    d. Automatic collection of statistical information as a basis for regular reevaluation of the system.

   Further research and design, taking into account work already done, is urgently needed.

3. A national periodical center. The National Commission on Libraries and Information Science is investigating the establishment of a national periodical center. The Library of Congress should participate in this investigation

and consider instituting or promoting a program to make photocopies or microform copies of journals and journal articles available throughout the United States. A suggested model for investigation is the British Lending Library, which produces and distributes on demand photocopies of journal articles available in the United States in a speedy and economically attractive way.

4. A national reference service operating through local, state, and regional networks. The service should be designed to answer the query at the lowest level of the hierarchy without, however, undue delay in relaying it upwards, in order to supply a response within a reasonable time. As with interlibrary loan, the system should provide interim feedback, statistical reports, and a mechanism for charging for long searches when appropriately authorized. The National Telephone Reference Service pilot project at the Library should provide valuable experience as the basis for the design of an ongoing service.

5. A national referral center for multiple disciplines. Services provided by the Library through the National Referral Center for Science and Technology should be expanded, as appropriate, for other disciplines. Research is needed to determine the disciplines in which this service is most needed, and the priorities for implementation.

B. The Library should assume leadership in the provision of specialized reference services and tools for various subject areas or forms of material. Given the strength of the LC collection and reference service in specialized areas, e.g., material for the blind and physically handicapped, legislative information, foreign law, audiovisual materials, maps, music, and exotic languages, the Library should make a special effort to expand or undertake cooperative acquisition programs, cooperative cataloging programs, publication of catalogs and bibliographies, and reference services operating either directly or through regional networks to the Library of Congress. These services should be extended through the automated system when feasible, but reference and other services could be developed on a manual basis.

C. The Library should provide leadership in the establishment of standards and guidelines in cooperation with the national and international library community. Technological developments in the electronic communication of bibliographic information have brought the Library of Congress and other libraries throughout the nation and the world to the point where cooperative data base building and sharing are economically feasible. Such transfers of bibliographic data are possible only if identical or compatible bibliographic and technical standards are used. For retrospective materials produced before the advent of standards, conventions or agreed-upon practices will be needed.

Progress has been made internationally through the development of standards for bibliographic description (i.e., the various ISBDs--International Bibliographic Descriptions). Much work remains to be done in choice and form of entry, subject headings, classification schedules, and holdings statements. The problem of adopting an international agreement in the area of romanization and transliteration is crucial. The Library must continue and in some cases increase its participation in the development of such standards. Progress has also been made in the development of national and international machine-readable formats and of character sets for Roman-alphabet languages. More work is needed in the development of character sets for non-Roman languages, in protocols for computer-to-computer transmission, in the standardization of bar code equipment, and in many other areas.

The Library produces position descriptions, form letters, procedural guidelines, and other administrative documents that are frequently requested by other libraries. A program should be developed to make these available on a regular basis.

D. The Library of Congress has the trained staff, the expertise, and the national recognition to provide leadership in the development of a nationwide preservation program. A concerted effort, centralized and coordinated at the national level, is needed to solve the diverse problems of individual libraries. Through leadership in the development of a national preservation program, the Library could help to ensure the existence of this country's collections for future scholars.

E. The Library should pursue systematic acquisition of foreign materials. The Library has greatly expanded its foreign acquisitions in the last fifteen years through its PL-480 and NPAC programs. These programs vastly increased our acquisitions from some areas, but they have not covered all areas equally. A review of our programs with the aim of promoting acquisitions from areas requiring better coverage should be carried out.

A study should be made on the feasibility of expanding the Library's acquisitions efforts to cooperate in acquiring foreign materials for research libraries. Such cooperation might include the use of LC acquisitions officers overseas to identify or purchase such materials for research libraries. The desirability and legality of such a program should be investigated.

II. OUTREACH

In addition to performing the functions of a national library, the Library should establish a systematic outreach program to share its services and experience with other libraries and librarians.

A. Advance institutes and workshops in librarianship/information science. Since many of the Library's staff members are skilled in the various aspects of library science, workshops could be held periodically at convenient locations throughout the country for outside librarians and library educators. The workshops, staffed by LC personnel, could be a forum for the exchange of ideas between both groups. General areas of interest for discussion at workshops could be LC automation and its influence on other libraries; career planning and placement, focusing on advancement and future employment; studies on modifications to classification systems and cataloging rules; and thorough explanation of the copyright revision bill and its impact on all libraries, stressing the use of photocopying, etc.

B. The Library could sponsor short-term internships in special disciplines and subject areas. Scheduling librarians (school, public, academic) for short-term internship programs on a regular and ongoing basis would serve to keep both the librarians and the Library of Congress staff abreast of innovations in the library field. Internships in special subject areas would also give outside librarians an opportunity to observe the Library's system and perhaps adopt its methods wherever feasible in their own libraries. This could be accomplished through apprenticeships in which an outside librarian works closely with a Library staff member in a special area.

Parallel exchange programs could be designed by the Library of Congress and other large libraries to give participants greater experience and knowledge in various techniques.

C. Through consultant services, the Library could make its knowledge and expert skills available to others in foreign languages, copyright, services to the blind and visually handicapped, government documents, automation, multimedia cataloging, and storage and management skills. In response to expressed demand, Library staff could be available to analyze and evaluate existing programs, and to make recommendations as appropriate; the staff might also assist in writing program plans or proposals upon request. The costs for such services, who would pay for them, etc. should be investigated. Explanatory brochures on the Library's consulting services, including lists of subject areas covered and procedures for requesting consultants, should be made widely available. This would be especially helpful for libraries interested in subject areas unique to the Library of Congress.

D. The Library of Congress, within the framework of its outreach programs, should develop a procedure for regular and systematic planning and review of all services that it provides to libraries, professional organizations and societies, research, academic, and similar institutions. Responsibility for review should rest with the various divisions and departments providing the particular service. However, a central coordinating agent or office would need to direct the operations to ensure consistency and compliance.

In conjunction with the recommended overall review and planning, the Library should establish or devise a procedure for soliciting and obtaining from the clientele an appraisal of the nature, utility, and efficacy of the services the Library provides. Service evaluation feedback would be in the form of suggestions, criticisms, observations, etc., and would be expedited by the central agent or office mentioned earlier.

E. Further, in keeping with the program of open, responsive dialogue on the Library's services, a means for sharing experiences and ideas with other interested institutions should be established. For instance, the Library of Congress could disseminate information about ongoing research in the Library and publish technical papers and advisory reports on preservation, reference services, and library equipment. In short, the Library of Congress ought to move aggressively into participatory librarianship by widening the channels of communication between itself and its clientele and encouraging suggestions and criticism.

III. PUBLICITY

A. The Library should publicize its services to libraries through a directory, updated regularly (Appendix 1). The format should be looseleaf to allow for selective updating, additions, and changes. It should include a description of service, contacts for further information, printed sources, prices, etc. Indexes should provide access to the services by subjects, forms of materials, and activities, in addition to the office or division furnishing the service. The office assigned to maintain and publish the directory should regularly solicit up-to-date information from each division and office to ensure timely publication of update sheets or new editions, and the directory should be made available to the Library staff and the community at large by direct purchase, subscription, etc., since it should serve the information needs of Library staff, visitor users, and libraries and organizations outside the Library both in this country and abroad.

B. A referral service should be developed to provide Library staff and outside users access to offices and divisions responsible for developing or maintaining specific services or products. The referral service could be querying by telephone or online to determine the latest information on services already in existence or under development. Referral service staff could update the directory between editions or updates and ensure that outside and inside suggestions for services not yet devised reach the responsible office or division directly on a timely basis. The referral service would enhance the Library's role as a clearinghouse for library and research information by systematically channeling and capturing questions and ideas. The office assigned to handle the referral service should disseminate it among libraries and institutions in a formal and systematic manner to ensure the best and most appropriate use, and the office assigned to Library planning could systematically utilize the referral service input.

C. The Library should take a more active role in publicizing its services in the library and research community by working with editors of library and research journals to establish regular columns or contributions. These should serve both to establish and to broaden an awareness of the Library's resources and services. For example, the American Libraries feature, "The Source," has columns on such things as ALA General News, Reference, Young People, Education, Special Services (article in July-August 1976 issue, under Special Services, Appendix 2). The Library might submit articles regularly to "The Source."

D. The Library should systematically develop and update brochures to provide an effective means of alerting potential users to specific Library of Congress services, both existing and newly created. Up-to-date, informative, and attractive brochures are timely, cost-effective responses to telephone, letter, and personal requests for information; they have high impact as handouts at conventions, meetings, and workshop displays. Each brochure proposal should be accompanied by a plan or program that provides for effective design, coordinates the individual brochure design with other related brochures in terms of text and illustrations, and identifies the audiences to which the brochure is directed and the schedule for updating and reissuing the brochure.

Brochure design should highlight both the unique characteristics of a service and the relationship of the service to a larger or related system or program; design should allow use of brochures separately or in groups, depending on communication goals. Office or divisions responsible for services or products should play a key role in the development and updating of brochures, and the office assigned responsibility for the directory file and publication of the directory should participate in, if not coordinate, the development and updating of brochures. Use of techniques developed by commercial advertising agencies should be studied and implemented, as appropriate, and libraries and users should be selectively used to test the effectiveness of brochures and provide sources of new ideas and techniques for their improvement.

E. The Library should develop a special publication aimed at Library of Congress patrons and the library community. LCIB serves both as the Library of Congress house organ and as a communications device to the library community. Because it is aimed at two different audiences with different needs and interests, it may be that LCIB serves neither audience well. Consideration should be given either to reformatting LCIB to include articles and bibliographies aimed at informing the library community about the Library's resources and services or to creating a separate LC publication for the library community. For example, one section (or separate publication) could be a staff newsletter including news of awards, personnel changes, in-house changes, more staff action photographs, events, etc. Another section (or separate publication) might contain items contributing to a "national library profile," e.g., meeting reports, service developments, bibliographies, improved and expanded information on new publications, etc.

F. The Library should establish a speakers' bureau. The Library of Congress has a wealth of subject specialists and experts in areas of concern to the library community. Staff members have formal and informal contacts and they frequently speak at seminars, workshops, consortia, and professional meetings. The library community, however, needs more widespread and better organized information about the human resources of the Library. A list of available staff specialists and their areas of expertise should be compiled, and its availability publicized widely in the library and research communities.

IV. REDUCING CHARGES FOR SERVICES

In order to make its services more widely available, the Library should issue the National Union Catalog on a more current basis and at a much lower price, possibly in microform, so as to place the NUC and the information it contains within the financial reach of all libraries. The Monographic Series card catalog now located in Building 159, Navy Yard Annex, CDS, should be issued in an inexpensive printed or microform version financially accessible to all libraries.

Further, the Library should investigate the possibility and desirability of changing the 1902 federal statute governing the sales of the Library's cataloging to outside libraries, agencies, and individuals. The prices of all cataloging cards, proofsheets, book catalogs, technical publications, MARC tapes, computer printouts, online searches, etc., are set by this statute, which requires a return on such services of cost plus 10 percent. The investigation would determine if there are some desirable and practical alternatives for selling and distributing the Library's cataloging and classification for the benefit of the American library community. In view of rising postage and printing costs, the basis for determining the charges made to American libraries and librarians should be reviewed in depth. It may well be that the future of the American library system is determined by the price for such bibliographic services provided by the Library of Congress.

V. OTHER PROJECTS

A. After the members of the Humanities Advisory Group had seen a demonstration of the capabilities of our computerized catalog, they turned to The Deputy Librarian to ask when the world's literature published before 1968 would be put in the system. Later discussions underscored their strength of feeling. A group of LC study facility holders reacted in precisely the same way. The Reader Survey revealed that those doing historical research make up our largest category of users. Probably the same is true of other research and academic libraries. It is thus understandable that these users should aspire to the same powerful bibliographic machinery available to researchers using current materials. The Processing Department has established a list of computer-cataloging priorities suitable to LC as a maker and distributor of current cataloging information to libraries. It is not adequate for LC as the nation's supplier of bibliographic information to libraries serving the humanistic and historical researcher.

We therefore recommend that LC undertake a cooperative project, similar to CONSER or COMARC, to put the entire National Union Catalog in machine-readable form. Perhaps several hundred research libraries would be required to assist and a generation needed to accomplish the job. The Library of Congress should provide the leadership to begin this task as soon as possible.

B. Reference librarians notoriously rediscover the wheel--or at least the name of George Washington's horse or the provehance of Lincoln's ten points--many times a year. Steps have been taken to minimize duplication--e.g., a column in RQ, shared form letters--but nothing could be quite so effective towards this end as a national online, ready reference data bank. Ephemeral quotes, persistent myths, and topical trivia could all be entered and key words indexed with sources identified. Just as catalogers have for generations shared each other's work, so now an effective technique exists for sharing the work of reference librarians! LC could "validate" the OCLC-like input of reference librarians throughout the nation and make available the findings to all.

C. Research in library technique and technology has in the past received paltry and sporadic support, e.g., occasional grants from CLR and peripheral research by manufacturers. It is surely appropriate for the Library of Congress as a national library to establish a well financed permanent office to further knowledge in these two fields. Precedents for both can be found. The Library has undertaken research in preservation, automation, and technical processing. What remains is to expand and rationalize that which is already begun. Among many other topics, book retrieval, library security systems, teaching machines in library orientation, and the techniques of reference work all deserve detailed scientific investigation. We recommend that towards this end the Library establish an Office of Library Research, with one arm responsible for library technology (including automation and preservation) and the other for library techniques. Each would support a research unit and a national clearinghouse. The clearinghouse could collect and distribute the reports of research done or to be done, anywhere. Thus the Library's research and that of other libraries could be fully utilized.

D. Attached as Appendix 3 are special projects considered by one department. Other departments or divisions might perform similar investigations.

Appendix 3: Special Projects Relating to Law and Legal Collections

UNITED STATES GOVERNMENT

Memorandum

LIBRARY OF CONGRESS

TO : Mrs. Lucia Rather
Services to Libraries Subcommittee

DATE: September 10, 1976

FROM : Marlene C. McGuirl
Chief, LL AB

SUBJECT : Special Projects Library of Congress may Consider Undertaking Relating to Law and Legal Collections

Publications

The vast size and comprehensive quality of the Law Library's collections could be made accessible to libraries in the United States as well as abroad through an expanded bibliographic publications program. Specific examples of particularly useful publications which would fill a legal literature gap are:

A - Law and literature guides for foreign jurisdictions. The Hispanic Law Division has produced a series of such guides which are useful acquisitions and collection development tools, as well as a substantive legal reference work.

B - A subject index to the United States Statutes at Large 1932 and continuation should be undertaken as an ongoing project. The last subject index was produced at the Library of Congress and covered the period 1874-1931. The lack of subject access to the general and permanent laws of the United States is a great shortcoming in

BUY U.S. SAVINGS BONDS THROUGH THE PAYROLL PLAN

doing legislative research. Having such an index would provide more efficient access to the statutes for those doing research in all subject fields. This would be particularly suited to a computerized data base so that on-line retrieval might be made available across the nation.

C - A series of "How to do Research in . . .," e.g., tax law, labor law, etc. pamphlets could be produced for distribution to libraries. This kind of series could be useful for reference work and perhaps some acquisitions work.

Automation Activities

The Library of Congress, with its computer capabilities, should consider expansion of its specialized data bases to meet not only its own needs in performing its primary service to Congress but also to provide an adjunct service to the library community. Examples in the legal field are as follows:

A - A foreign law indexing service can be developed into a computerized information retrieval system for foreign legislation and regulations in English. This system could be related to or used in conjunction with existing American legal information retrieval systems. This could potentially be developed into a national on-line system available in major research libraries throughout the United States. This project would also have the side benefit of facilitating the updating of the Law Library's publications in its day-to-day research activities.

B - A computer-based retrieval system for legal periodical literature both American and foreign could be developed into a national on-line system. The first step would be to develop a thesaurus which would be an effective index for the classification of secondary legal materials. The presently published indices to legal periodicals fall short of being effective tools in terms of subject classification and coverage.

C - A computer-based union list of law holdings for federal agency law libraries could be established. This would be particularly useful for specialized collections such as municipal codes, American Indian laws, Americana, Attorneys General reports, foreign legal periodicals, etc.

This initial project could serve as the mechanism for the creation of an expanded union list of legal materials in the collections of the large research centers in the United States. This expanded list should not be aimed at "core" collections found in most law libraries but should serve as a resource directory for research titles, peripheral titles and specialized collections. If the NUC is committed to commuter tapes, this subject list might be made readily available.

Other Projects

A - Expansion of the National Telephone Referral service to strategically located law libraries throughout the country.

B - Development of a clearinghouse of information on establishing and managing a law library. This would be primarily aimed at the small private law library which frequently has no resource of information on this subject. (E.g., law firm or county law library.)

C - In accordance with the report of the Commission on Revision of the Federal Court Appellate System, (June, 1975), the Library of Congress should microcopy the briefs and related documents from the eleven circuits of the U.S. Court of Appeals presently in the Library's collections and in storage. The microcopy could be borrowed on interlibrary loan by other libraries while the briefs, presently in unbound form, are not now available on loan.

404

REPORT OF THE SUBCOMMITTEE ON SERVICES TO STAFF AS USERS

TO

THE LIBRARIAN'S TASK FORCE ON GOALS, ORGANIZATION AND PLANNING

July 29, 1976

Note: This report is a recommendation
to the Task Force.

IR 004 520

TABLE OF CONTENTS

Introduction..1

Methodology...1

General Recommendations.............................1

Process Information File............................4
Official and Main Catalogs..........................6
Shelflist...8
Loan Division and Central Charge File...............8
Serial Record Reference............................10
Copyright Reference................................12
Stack and Reader Division..........................13
Training...18
Information Bulletin...............................19
Reference Collections..............................20
Reading Rooms......................................23
Miscellaneous 24
Attachments 26
List of subcommittee study groups
Alphabetic guide to the Library of Congress - A
Report of the Reference Roundtable Subcommittee on Reference Collections - B
Delays in getting reference books - C
George Caldwell's memo to the Task Force regarding reference book acquisitions, July 12, 1976 - D

REPORT TO THE LIBRARIAN'S TASK FORCE
ON GOALS, ORGANIZATION AND PLANNING

FROM

THE SUBCOMMITTEE ON SERVICES TO STAFF AS USERS

INTRODUCTION

Since the Task Force Subcommittee on Services to Staff as Users had a virtually unlimited area for potential investigation and discussion, we realized from the beginning that fruitful results would be forthcoming only if we focused our attention on a few troublesome and important areas. Some services we eliminated because other subcommittees were examining them in greater detail; others we eliminated because of their lesser importance, general satisfaction with their operations, and our lack of time. Ultimately, we agreed to look closely at several of the professional services solely or chiefly designed for Library of Congress employees, to give cursory attention to a few other areas, and to let the Task Force suggestion box take care of the rest--such as the paper towel supply, snack bars, etc. Services considered, in order of presentation in this report, are the following: Process Information File, Main and Official catalogs, Shelflist, Loan Division and Central Charge File, Serial Record Reference, Copyright Reference, Stack and Reader Division, Training, Information Bulletin, Reference collections, and Reading Rooms.

METHODOLOGY

To spread the workload as equitably as possible among all the subcommittee members, the chairman appointed eight small groups (list attached) and asked that they go directly to the Library officers responsible for the services that the group had been asked to investigate. Each group was urged to determine what services are theoretically and actually available, what problems of co-ordination, staffing, etc. are encountered in delivering these services, and what efforts have been made or are being made to make LC staff aware of these services. Supervisors were also asked to be bold in naming changes or additional support they would like to have and to provide whatever background information the subcommittee might need in reviewing the services under consideration.

After receiving reports from these mini-task forces, the full subcommittee invited some supervisors (e.g., Dudley Ball, Chief of the Stack and Reader Division, and Robert Desmond, Assistant Chief of the Serial Record Division) to come and testify in further detail about the operations of their divisions. Once this background information had been absorbed by the subcommittee, we felt prepared to hear directly from the staff, whose interests we represented.

Because we wanted to quiz users personally about the frustrations they encounter in their daily work, we decided not to distribute a questionnaire to the entire Library staff, but instead to invite representatives of Library units that regularly make greatest use of the services in which we were most interested to appear before the entire subcommittee. In three lengthy sessions, staff members from the Congressional Reference Division, General Reference and Bibliography Division (Main Reading Room, Jefferson Reading Room, Correspondence Section, and Telephone Inquiry Unit), Loan Division, Photoduplication Service, National Union Catalog reference, and Stack and Reader Division Special Search Unit answered questions from the subcommittee and unburdened themselves of their major complaints involving staff services. This testimony, combined with the personal experiences of the subcommittee members (most of whom either provide or use these services daily) and remarks made by staff in numerous interviews with the small groups,enabled this group to identify with some certainty the major problems within our purview and to come to virtually unanimous agreement on recommendations for improvements.

From its first meeting on March 31 to its last meeting at the end of July, the subcommittee met as a full group 14 times. We wish to thank the many people who spent time with the subcommittee and the supervisors of the subcommittee members who were unfailingly cooperative in releasing members of the group for Task Force work.

GENERAL RECOMMENDATIONS

1. We recommend that the Alphabetic Guide to the Library of Congress prepared by Bob Zich in 1972 be up-dated and considerably expanded. (see Attachment A.)

   The subcommittee quickly discovered that there is an incredible dearth of information about the Library on the part of even long-time staff members, and that no suitable handbook exists to guide employees through the complexities of this institution. One of the chief benefits of serving on this subcommittee was the opportunity it provided for members of the group to learn about valuable services of which they were previously but dimly aware, if at all. At virtually every meeting we heard of resources, short-cuts, special telephone numbers, etc. that have already proved valuable to us in our work, and we would like to make this kind of information available to the entire staff.

   This guide should be comprehensive in scope, detailed in presentation, and should be continually up-dated; it should list the various resources that exist--catalogs, card files, and subject specialists as well as services--and inform the staff about the extent of help they should expect from each.

The entry for the Serial Record Service, for example, should list numbers to call for routine service and for special service, explain what is recorded and not recorded in the Serial Record, whom the service is designed to aid and what records are checked when Serial Record is queried, provide background on the Division (how many calls it receives annually, how many records it has, where its materials come from, etc.), describe the New Serial Titles reference service, etc.--any information that will both inform Library staff generally about the work of the institution and provide concrete help to them in their work.

Several subcommittee members have indicated their interest in participating in the preparation of this guide, which we hope will be undertaken in the very near future.

2. We recommend that (a) all LC staff members be included in future professional orientation programs (not just staff GS-7 and above) and that (b) this program be expanded to include actual work experiences for appropriate staff.

a. The policy of limiting participation in the professional orientation program only to staff at the GS-7+ level should be reconsidered. It seems ludicrous to ask a ten-year employee to attend this course simply because he has finally been promoted to the GS-7 level, and it seems equally silly to deny some employees the opportunity to learn more about the Library simply because they are in the lower grades.

The subcommittee feels that it is obviously to the Library's advantage to have an informed staff, a staff that understands and feels involved in the Library's mission, and that one of the most effective ways of achieving this goal would be to open up the professional orientation course to everyone. More extensive use of video-taped presentations would make it easier to reach this wider audience in timely fashion; it may be necessary to develop a core of taped lectures to be shown to everyone and to supplement this nucleus with discussions and tours designed for holders of specific jobs.

b. While the professional orientation program gives a good overview of the Library's work, it does not provide detailed explanations about how various services really work--it is one thing to be told that the Library maintains charge records and quite another to actually work with the revolving trays in the Central Charge File. We recommend, therefore, that a program be developed--either by those responsible for professional orientation or by the chiefs of the appropriate divisions--to enable reference librarians to work for a day or two in such places as the Process Information File and to enable staff in the service areas to spend a similar amount of time working with users of their services.

3. We recommend that membership in the Reference Roundtable be extended to include representatives from those parts of the Processing and Reader Services departments, such as Serial Record and Loan Records Section, that provide services indispensable to reference librarians at the Library of Congress.

The need for better intra-Library communication has been alluded to in the previous recommendation. The Reference Roundtable has done a commendable job of bridging gaps of knowledge and communication among those engaged in reference work per se, but its influence and effectiveness could be increased if it cast its net a bit wider to include some staff upon whom reference people depend heavily.

4. We recommend that everyone in the Library who provides information over the telephone be required to give his name to callers.

The issues of accountability and pride in work are involved here. It can be frustrating and embarrassing to reference librarians not to know who has provided information that they are transmitting to readers, especially if it is erroneous, and it is impossible either to praise or blame purveyors of such information if they remain anonymous. Furthermore, providers of information have little incentive to be accurate, thorough and polite in their responses if they remain unknown and therefore unaccountable. So many people testifying before the subcommittee mentioned this point that it is obviously a matter of great concern and annoyance to the staff; it should also be one of the easiest recommendations to implement.

PROCESS INFORMATION FILE, OFFICIAL AND MAIN CATALOGS, SHELFLISTING

The study group responsible for investigating the Process Information File, catalogs and Shelflisting Section met more than a dozen times, spending approximately 60 man-hours in meetings with supervisors and users in the Catalog Management, General Reference and Bibliography, Congressional Reference, Loan, Descriptive Cataloging, Subject Cataloging, and Exchange and Gift Divisions, Copyright Office, Preservation Microfilming Office, and Photoduplication Service.

Process Information File

The recommendations listed below were forwarded to the Task Force for immediate attention on May 6, 1976, and are included here for the record.

The staff of the Processing Information Unit is charged with providing reference service for the Process Information File, the Official Catalog, and the Shelflist. The Process Information File is about to be automated and so the staff is working in a changing environment.

In FY 75 the staff of the Unit responded to over 70,000 inquiries. With the introduction of the MARC terminals in various reference offices the receipt of inquiries has been reduced by nearly 50 percent.

Three employees serve in the Process Information Unit. A fourth position is vacant.

The members of the reference staff who were interviewed by the study group were unanimous in their criticism of the Process Information Unit. The quality of service is declining, the response time to inquiries is too long or not coming at all, forcing some staff (from the NUC reference unit, for example) to travel to the Jefferson Building to do their own searches, the use of a device to record inquiries during service hours is annoying and is in itself poor service and unnecessary, responses to inquiries do not indicate the extent of the search, and there is a tremendous need for evening and weekend service.

Recommendations. On the basis of our meetings and general observations we make the following recommendations.

1. The responsibility of providing shelflist reference service be shifted from the Process Information Unit to the Shelflisting Section.

It is our opinion that the staff of the Shelflisting Section is better qualified to provide reference service on shelflist inquiries and, because of its proximity to the Shelflist, the shelflisting staff can more promptly respond to reference inquiries.

In assuming this responsibility the shelflisting staff will become responsible for servicing its own product. At the present time the shelflisting staff is unable to relate to the uses of the Shelflist. If the staff assumes responsibility for the reference service, it presumably will make its maintenance work more meaningful.

2. The Process Information Unit will maintain the responsibility of providing reference service for the Process Information File and the Official Catalog.

By removing the responsibility of servicing the Shelflist, the Process Information Unit staff will be able to more thoroughly and promptly service the Process Information File and the Official Catalog.

3. Reference service for the Process Information File, the Official Catalog, and the Shelflist should be expanded to include evening and weekend hours.

After meeting with Public Reference personnel it became very obvious that the Library was failing to provide any semblance of full service on weekends and evenings. The Public Reference staff makes a convincing and compassionate argument for service of the Process Information File, the Shelflist, and the Official Catalog during the evening and weekend hours of public service.

4. The use of telephone answering equipment during work hours should be discontinued.

The use of the telephone answering equipment in the Process Information Unit generated the largest number of user complaints. It was argued that the equipment eliminated the interrogative process which occurs when an inquiry is recorded. The recording equipment also puts the inquirer into suspension because the anticipation of response time (described by the users as anywhere from ten minutes to four hours to two days) was unknown. This was a great problem for the Congressional Reference Division staff working on "Congressional rushes."

Many users felt that the telephone answering equipment was being used to cover rest breaks and lunch hours. Staggered breaks and lunch periods were suggested as an alternative.

A "no answer" appeared to be preferred over a recording device.

5. The section(s) responsible for providing reference service for the Shelflist, the Process Information File, and the Official Catalog should prepare an information sheet for Library staff on their services.

It was our general impression that the reference staff learned about the service of the Process Information Unit mainly by accident. An information sheet for reference staff which outlines the services available would be beneficial.

OFFICIAL AND MAIN CATALOGS

1. We recommend that the problem of inaccurate filing, especially in the public catalog, be given immediate attention.

Little can be added about the catalogs that is not already known to the staff or that is not being examined in great detail by the Subcommittee on Bibliographic Access. *There is* general agreement that the catalogs are poorly maintained, overcrowded, incomplete, and not current. John Rather recently reported that 5.7% of the cards in the Official Catalog are misfiled. If Mr. Rather's estimate of misfiled cards is correct an additional 461,000 cards will be misfiled into the catalogs before they are frozen at the end of this decade; and this error rate is clearly intolerable. Whether the solution is to hire more part-time filers, rotate filers to different kinds of jobs during part of their work day, better control those now employed, solicit volunteer card checkers through an organization such as LCPA or some combination of all of the above we cannot say for certain, but we believe that the use of volunteers is worth serious consideration and that it is a feasible solution. Something must be done soon.

2. We recommend that corrections to printed cards be made promptly on each card bearing an error or having outdated information.

   If printed cards are not corrected immediately, and if corrections of book numbers, subject headings and other bibliographic data are made only on the main entry card, as now seems to be the case, all users--staff and public alike--will have great difficulty retrieving books from the collection via the catalog. No one doing a search by subject headings should be expected to double check the main entry card before ordering his materials.

3. We recommend that the Library begin immediately to develop plans for closing the catalogs and for retraining and placing the 108 employees of the Catalog Management Division when the catalogs are closed.

4. We recommend that the Catalog Management Division take immediate steps to insure that all cards are filed into the catalogs more quickly than they now are.

   The filing of preliminary and main entry cards has top priority, as it should, and these cards are filed fairly quickly--though not so soon as everyone ideally wishes. There is a frustrating delay, however, in the filing of added entry cards, forcing staff to look in several places before locating books or to be unable to find some books at all.

5. We recommend that a task force be appointed or a management consultant hired to undertake a detailed study of the operations of the Catalog Management Division.

The consensus of subcommittee members and staff with whom we talked is that the management of the Catalog Management Division is deficient in training and supervising filers and in reviewing their work. While we recognize that filing is a tedious job and that some errors are bound to occur in catalogs as mammoth as those at the Library of Congress, we believe that better management can bring about significant improvements in the catalogs.

SHELFLIST

1. We recommend that the Shelflisting Section provide reference service for the Shelflist (see recommendation 1 under Process Information File).

2. We recommend that a "how-to-use-the-Shelflist" guide be published.

   Confusion exists as to what the Shelflist actually records and how it differs from the Central Charge File. Since those misconceptions may prevent users from getting the information they need, or may lead them to believe that they have received complete information when they in fact have not, an explanatory document would be helpful.

3. We recommend that the locations of books on reference assignment be as specifically recorded in the Shelflist as possible.

   Current practice is to assign reference books to divisions rather than to individuals or positions. Since the quality of divisional monitoring systems varies greatly, however, it is sometimes impossible to know where in a division a particular item is, even though the shelflist indicates that the division has a copy of the volume.

4. We recommend that the feasibility of automating the shelflist be explored.

5. We recommend that the staff be strongly encouraged--by Special Announcement, handbook or other suitable medium--to inform the Shelflist Section when weeding reference books from their collections.

LOAN DIVISION AND CENTRAL CHARGE FILE

We recommend that:

1. the hours of service of the Central Charge File be extended to coordinate with those of the Library's reading rooms.

   Since evening and weekend readers often come long distances to use materials available only at this Library or for other reasons need to know immediately whether a given book is available, the reference staff needs to be able to provide full assistance whenever the reading rooms are open, and part of this service includes locating charged materials. The Central Charge File is a major service unavailable during evening and weekend hours.

2. the hours of service of the Loan Division charge desk be reviewed to determine what schedule would be most satisfactory for the LC staff, Loan Division staff, and for the Congress, which is the primary Loan Division client.

The subcommittee feels that it may be wise strongly to encourage--perhaps require--the staff to bring books to be charged for personal use to the Loan Division no later than 3:00 p.m. daily. Since most books to be charged to Congressional offices reach the Loan Division late in the day, and since many staff members wait until the last minute to borrow books for recreational reading, the Loan Division tends to be swamped with work between 3:00 and 4:30 p.m., delaying service both to staff and Congress.

On the other hand, some staff members--particularly researchers in the Congressional Research Service--occasionally find it necessary to borrow books after the Loan Division has closed at 4:30, and they now have no recourse except the Congressional Reading Room, which is reluctant to assume responsibility for charging books without having access to Loan Division's authorization files and charge records. A possible solution is to close the charge desk to staff in mid-afternoon, but to extend hours of charging for official business until 6:00 p.m.

3. the Central Charge File be thoroughly edited.

After implementation of the Loan Automated Charging Systems in January 1977, it is essential that the remaining 600,000 to 700,000 charges be edited. This would require additional staff to thoroughly search and verify the charges. For a short period a few years ago, the Loan Division had a temporary position of editor for the Central Charge File, and considerable progress was made in updating the file. Now, in anticipation of full conversion of the Central Charge File to automation within the next few years, additional positions for searching and editing have been requested, but as yet have not been secured. Approximately 150,000 "missing in inventory" charges should be cleared from the shelflist and replacement items purchased, where required. The control record also includes 12,000 charges belonging to long expired accounts. The greatest offenders in this category are former Members of Congress, Congressional Committees, and their staff. Although considerable effort is expended to clear these accounts, without additional staff to provide needed follow-up, the Library and its users suffer the permanent loss of a great deal of material.

Only through the use of an accurate, carefully screened control record can the Central Charge File Unit staff provide optimum service to its many users.

4. strong efforts be made to assure that all items removed from the shelves, whether for binding, photoduplication, or for extended personal use, be charged through the Loan Division.

   As we all know, some staff members are guilty of keeping uncharged books at their desks for long periods of time, which means that these items are essentially lost to everyone else--readers and staff serving readers. To forestall this problem, the staff should be reminded of Library regulations regarding the charging of materials, generous supplies of blue charges should be placed in every work area, and division managers should check desks periodically to be sure that books found there have been properly charged; thought should be given to the feasibility of enabling staff to charge books to themselves on-line through the forthcoming Loan Automated Charging System and to establishing a loan desk to be open several hours daily in the Jefferson Building for the convenience of workers there. Since it is one of the main roles of the Library to make books available, we should be willing to contemplate strenuous and imaginative measures to achieve this goal.

5. additional staff be hired for the Loan Division so that a higher priority can be given to the recalling of overdue books.

6. the locations of books on reference assignment be as specifically recorded in the Central Charge File as possible (see recommendation 3 under Shelflist).

SERIAL RECORD REFERENCE

Background. The Serial Record Division's telephone reference service functions primarily to provide information on serials (holdings, custody, location, treatment, etc.) to LC staff members, although calls are also accepted from other libraries, private and governmental, as well as the general public on occasion. Service is available during all hours of service of the public reading rooms of the Library, including evenings, weekends and holidays.

Except for one individual who is assigned full time to telephone service, reference service is provided by staff members who, as part of a promotion plan program (GS 6-9), rotate to telephone duty for half days a week at a time. Training for performing telephone reference service consists largely of experience and knowledge of the files gained through accessioning (recording receipt of serial issues), an activity assigned at the early stage of the promotion plan schedule.

Problems. Discussions with staff members who are heavily dependent on the Serial Record reference service revealed that while the service rendered was by no means wholly unsatisfactory, the quality of the service lacked consistency. The consensus indicated two possible reasons for this inconsistency. First, due to the complexity of the Serial Record files, telephone duty may not be sufficient to develop an expertise in answering calls. Second, the physical arrangement of the files and the nature of the service to be rendered require a certain amount of physical stamina and the ability to work quickly and accurately under pressure. As telephone duty is a requirement of the present promotion plan system, personnel are assigned to this function who may not be physically or emotionally adapted to that type of work.

The subcommittee suggests that the Task Force consider the following possible solutions to these problems: (1) reinstate the former telephone reference unit in which personnel were hired and trained specifically for that function. (2) Increase the training provided for telephone service and adapt such training more specifically to preparing personnel to serve the needs of the users. (3) Increase the time spent on telephone duty (if rotation is used) in order to give personnel a firmer grasp of the requirements of the function and to give them more of a feeling of responsibility for the quality of service provided.

In general, it was felt by the Serial Record staff and users of the service that if both parties were to identify themselves it would be helpful. Follow-up calls could then be made to the same person, thus reducing possible confusion and duplicating of effort. It would also add a more personal note to the service, eliminating the concept of "just another voice on the phone."

Interviews with users indicated also that there is a certain lack of understanding on the users' part of the functions and services of Serial Record. We recommend, therefore, that Serial Record publicize more widely exactly what types of service and information they can provide and that divisions employing staff who are heavy users of Serial Record make every effort to train personnel in the proper use of this service.

We further recommend that locations of all serials obtained by the Library, whether by copyright deposit, purchase, exchange or gift, be recorded in the Serial Record Division. Items now obtained via direct subscription by such units as CRS and the Law Library do not appear in the Serial Record files, which means that it is impossible for staff to know for certain whether these items are available in the Library or not. In this case, centralization is obviously to be desired.

We also recommend that the Serial Record Division be encouraged to up-date its records as quickly as possible so that staff are not sent on futile searches for materials no longer received by the person/division indicated on the serial record. Serial Record personnel claim that the turn-around time for removing names from routing slips is minimal (one or two days), while subcommittee members and witnesses testifying before the subcommittee cited instances in which months and even years elapsed before serials no longer wanted could be stopped.

COPYRIGHT REFERENCE

Subcommittee members and witnesses alike were unanimous in their praise for the Copyright Reference Search Section, describing the service as "very helpful," "quick," and "accurate."

Only one potential problem was noted in our study: Section 215 of the copyright law requires a fee of $5 per hour for searching of Copyright Office records, while in-house requests are handled for no fee. Thus, members of the public have been able on occasion to get free copyright searches done via letters to the GR&B Correspondence Section, and this "back-door" access to copyright information probably violates provisions in Title 17 of the U.S. Code.

Through discussions among members of the subcommittee, Copyright Office and GR&B staffs, an accommodation has been reached whereby all requests from libraries and requests from individuals who need copyright information only incidentally as part of a legitimate question will be honored by the Copyright Reference Search section. All other requesters will now be referred directly to the Copyright Office.

The subcommittee was interested in learning more about the Copyright Office Bio-bibliographic File, an unofficial, internal file which is used to facilitate reference work. This file was originally formed by combining the obituary file (Renewal Section) and the Bibliographic File (Reference Search Section) about ten years ago in anticipation of the greater need for information about authors that will be required under the Copyright Revision Law.

The Bio-bibliographic File houses approximately 22,000 files which contain search reports, book jackets, obituaries, and articles that relate to copyright owners and their works. Material for the file is gathered by Reference Search staff from newspapers, magazines, and interested staff members.

The subcommittee believes that this file is a valuable reference tool and recommends that it be further developed and systematized in accordance with provision of the Copyright Revision Act and that its existence and contents be made better known to the Library's staff.

STACK AND READER DIVISION

The small group responsible for examining the services to staff of the Stack and Reader Division met with the division chief, two supervisors, three special searchers and various users of stack services for approximately seventeen hours.

These discussions, combined with the testimony of witnesses appearing before the entire subcommittee, helped us to become aware of the problems peculiar to the division and of the widespread dissatisfaction of the Library's staff with its services; but since both problems and dissatisfaction are so great, we have had difficulty preparing a comprehensive set of recommendations relating to this division. The following list points out what the subcommittee perceives to be the most serious problem areas in stack services and makes suggestions for improvements.

1. Not-on-shelf slips: Regardless of what Stack and Reader Division statistics show, the unacceptably high rate of not-on-shelf (NOS) slips returned to staff and readers and the time lapses involved in retrieving materials via call slips are an embarrassment to the Library, a major source of complaints from readers and staff, and a source of immense concern and annoyance to us all.

   Stack and Reader officers suggest that mis-labeled books and staff abuse of the decks contribute to this problem, as they no doubt do, and we suggest remedies for these problems below. It seems obvious, however, that these undoubted frustrations to the deck attendants account for but a relatively small proportion of NOS reports. We have heard extensive arguments on both sides of this issue, and while sympathetic to some of the problems peculiar to this division, we cannot avoid saying that poor management of the division, poor supervision of deck attendants, and staff indifference to or ignorance of readers' needs contribute greatly to this problem.

No matter what the reasons for poor service are, stack service is unsatisfactory, and we feel that the problem is so great as to merit the hiring of outside management consultants to study such things as staff training and supervision, work flow and work assignments, staff qualifications, etc., and recommend that such an examination be undertaken forthwith. Much of the work of this Library is directed toward getting books into the hands of readers, and the work of the best acquisitions staff, the most competent catalogers and reference librarians is for naught if those responsible for servicing the collections are delinquent in their duties.

2. Controlled stack access: The high not-on-shelf (NOS) rate and the time lapses involved in retrieving materials via call slips have provoked a staff do-it-yourself response, causing duplication of effort and increasing the number of staff members using the stack areas. Stack and Reader personnel consider LC staff to be one of the main problems contributing to the difficulty of maintaining order in the stacks. Not only do some employees have no understanding of the necessity for keeping books in a particular sequence, but, according to S&R staff, many also do not care. Though each staff member is allowed access to the stacks and the subcommittee is reluctant to recommend that the stack areas be closed, it seems self-defeating to encourage a higher volume of use than is necessary or operationally controllable.

   The special difficulties that have been experienced in popular interest areas such as cooking and photography, leading to the caging of some collections, suggest that a controlled access system for the general collections should be considered.

   If the stacks were to be closed entirely, S&R service would have to improve more dramatically than seems plausible, given the GS levels of deck attendants and the ineffective supervision of their work that now exists. Furthermore, exceptions even to a closed-stack system would have to be made for various personnel, leading to a system in which inequities would naturally occur.

   It should be possible, however, to cage books in areas most subject to abuse and to control access to the stacks to the extent of having deck passes checked at all entry points, or in random patterns, to "scare off" unauthorized personnel, and the subcommittee recommends that this possibility be studied.

3. Signs: Stack and Reader Division should request signs for the stack areas, which show the immediate location of the staff member or reader, the closest exits, and obvious landmarks.

These signs should make use of international symbols to accommodate the multi-lingual users of the Library. This recommendation is made so that use of the stacks will be facilitated and exit in case of emergencies will be obvious. Better visual guides to the Microform Reading Room would also be helpful. Reminders in the catalog areas to check the Microfilm Reading Room before requesting special help or giving up are also recommended.

4. Inventory: The NOS rate may be caused in small part by the mislabeling of a volume, catalog card errors, obsolete catalog cards, call slip errors, shelf disorganization, or other errors that have occurred in the system. While production errors may be statistically acceptable, the impact of such errors on this service division is considerable, for it forces S&R to use its manpower to search for material which has been lost to the system as it now exists. An inventory of the collections is highly recommended.

5. Combination of Stack Services Section and Collections Maintenance Office: The Stack Services Section and the Collections Maintenance Office perform related duties in the stack areas. The positions of Deck Attendant and Collections Maintenance Worker should be reviewed and rethought in terms of creating one position or compatible positions in the same operating unit. This should encourage cooperation in the common work areas and would complement the present job descriptions. An alternative would be to combine the work of these two sections under a single head.

6. Part-time employees: Stack service is affected by the volume of business in the reading rooms and the individual demands of staff members at particular times of the day and year. We therefore recommend that more part-time workers be hired, to improve service during the busiest times of the day and to relieve staff from some of the tedium of deck service, and that special consideration be given to the hiring of graduate students, who can be expected to understand the value of research, the use of libraries, and the pressing needs of readers. Greater use of temporary employees would enable Stack and Reader to provide better service during the busiest times of the year.

7. Training: The fact that there is an annual 150% turnover rate of deck attendants points out the obvious need for improving their orientation and special training. They need to know how their work affects the jobs of others, the classification schemes and what they mean, how the materials that they service are used, etc. The division need not be entirely responsible for conducting this training program, but should feel free to call on the Training Office, Cataloging Instruction Office, and other expert consultants throughout the Library. This training could also be enhanced

by job rotation among the decks, the issue desks, study facilities, and other relevant areas, and might be extended to include service in other reading rooms.

8. Supervisory training and performance: Several problems (as viewed by employees) seem to exist as a result of the repetitive, low status, dead-end positions associated with stack services. Training which helps the first-line supervisor stay attuned to the minor irritations and difficulties experienced by his/her employees could improve worker satisfaction. These supervisors should be helped to know the resources available in the Library and the procedures which are appropriate to deal with particular problems.

   They should be more careful to stagger lunches and breaks of the deck attendants, and should be much more meticulous about reviewing all NOS slips to be sure that their employees know where to look for requested items and that they have looked. Though we are reluctant to say it, supervision in this Division seems particularly inadequate. There are too few supervisors to do an effective job, they spend a large proportion of their time functioning as deck attendants rather than as supervisors, and they seem to lack forcefulness in dealing with their staffs. A possible solution to this problem is to hire more supervisors and to train them better. An extreme remedy would be to return jurisdiction over the Main Reading Room Attendants to GR&B, to give custodial divisions and reading rooms their own deck attendants, and to make the Special Search Unit an adjunct of the MRR reference service.

9. Book retrieval-outlying areas: Book retrieval from outlying annexes and storage facilities should be available a minimum of once a day (including weekends). The development of such a schedule should include a transportatation system which insures the reliable flow of material from storage to user and back.

10. Study facilities: Loan Division processes charge slips generated by users of the study facilities and collected by S&R staff. The workflow in the Loan Division would be improved if S&R would collect charge slips at least once a day, review them for legibility and completeness and send them immediately to be filed.

11. Special Searcher Trainees: Special Searchers in Stack and Reader are required to have a thorough knowledge of the history of the Library, the cataloging process, the files and catalogs of the Library, and the nooks and crannies where an item might be stored. The three special searchers now in S&R have many years of experience

and the resulting expertise. It is recommended that trainee-searcher positions be established to ensure that the techniques and background knowledge are continued. This could be accomplished through job sharing, and/or job rotation, utilizing the similar skills available in other positions such as library technicians and reference assistants. Trainee positions could be established as full-time positions with bridges to and from the position and with a set promotion plan. Training of this group should include exposure to all relevant LC procedures, in addition to the training recommended for the deck attendants.

12. Expansion of support services: In order to improve and accelerate the performance of special searches, it is necessary that the Central Charge File, the Process Information File/Shelflist, and the Serial Record be accessible during reading room service hours.

13. Availability of special searchers: The workload of the special searchers could be handled more efficiently if they had direct access to the users of their service. Physically locating the searchers in an alcove of the Main Reading Room and perhaps in the Annex Reading Room would enable them immediately to review all requests. Users would submit their requests directly, and could receive guidance as soon as possible should the request be for unavailable material or special collections, or if their call slip is improperly completed. Special searchers could rotate this responsibility.

14. Special Search time limit: The thirty day maximum time limit to report on a special search does not meet the needs of the staff member (or other user) who has a deadline. It is recommended that the Special Search request form be amended to note the maximum length of time the user can wait for a report on the material. This could better accommodate the searchers who are now faced with panic searches as a general group of requests. It should also serve to promote the use of this service and to limit time spent on complete searches that might no longer be necessary.

15. NUC Information: An additional service to the user could be provided by amending the special search request form to include a space for reporting additional locations of items per NUC not available at LC. This could be upon the request of the user.

16. Priorities: Supervisors in the S&R Division should pay more attention to monitoring the priorities of service theoretically

in effect. While the division purports to give top priority to service to the Congressional Reading Room and decks 46 and 16, numerous users complained that service to these areas was fitful and undependable.

17. Stack reading and shelving: Reading of the shelves, particularly in the Main Reading Room, but in fact throughout the deck areas, should be given a high priority. Order can be maintained, and books retrieved, only if the deck attendants are constantly vigilant, and vigilance is a trait rarely seen on the decks. Furthermore, books that must be put on the floor should be placed with their spines showing, at the very least, and should be kept as nearly as possible in call number order. One witness suggested that it might be wise to have separate crews for fetching and for re-shelving, but the subcommittee feels that more efficient use of time by present deck attendants would obviate the need for double staffing in the decks. In fairness, it should be pointed out that no new deck attendant positions have been authorized in the past two years.

18. Main Issue Desk attendant responsibilities: Staff with whom we spoke complained about the incomplete and inaccurate information sometimes given to readers by attendants at the Main Issue Desk. Examples were given of readers' being sent all the way to the Law Library for Congressional documents available in the MRR Gallery, and of being sent to the Newspaper Reading Room in the Jefferson Building to consult indexes available inches from the Main Issue Desk. These misleading referrals are obviously annoying to readers and embarrassing to the staff who must re-direct them.

    We suggest, therefore, that a reference librarian be placed at the entrance to the Main Reading Room or at the west side of the Main Issue Desk, and that all informational questions be referred to this librarian. If such an arrangement is considered impractical, though we do not think it is, the desk attendants should at least be told to refer readers to alcoves 4 and 5 for assistance.

TRAINING

Early in its deliberations, this subcommittee agreed that training was a very important service to staff, and the chairman asked several members to meet with Harvey Joiner to discuss the operations of the Training Office. Subsequent to that meeting, a large subcommittee of the Task Force was appointed to deal thoroughly with this one issue, and after a few members of both subcommittees met together to review progress up to that point, this group yielded jurisdiction altogether. We would like, nevertheless, to make a few brief points.

Publicity: Courses given by the Training Office should be widely publicized in the Information Bulletin, on bulletin boards, by special announcement, by annual catalog, etc., so that the entire staff can know what is being offered. Evidently some supervisors, reluctant to be deprived of their staff's services during a course, have purposely failed to distribute course announcements, or have been otherwise delinquent in publicizing courses; this practice should stop.

Departmental orientations: All departments need some sort of orientation program, similar to that now being offered by CRS and the Law Library. We recommend that department directors be encouraged to develop such courses in conjunction with the Training Office.

Office facilities: The Training Office should have office space, with telephone and storage facilities, on Capitol Hill.

Evaluation: More active efforts should be made by the Training Office to get feedback from course participants on the value of training received. The subcommittee heard many complaints about boring, repetitious courses that were a waste of time for all concerned, and the staff becomes cynical when it sees these criticized courses being given again in the same way by the same poor instructors--to be fair, we also heard compliments about other courses. We recommend that courses be tailored to Library of Congress staff needs, that they be only as long as is truly necessary, and that they be taught by people who know the subject well and have gifts as teachers.

Applicants: The Executive Officers and Training Office should give adequate weight to the recommendations of supervisors in the selection of participants for training courses. Several witnesses indicated that their candidates had been rejected for courses because of misunderstandings about what the employee's job really involved, because of rigid rules about grade levels of participants, etc. One should assume that most supervisors are not going to send employees for training without good reason.

Transportation: Better transportation to the Navy Yard and other annexes was a need mentioned by many people with whom we talked. The subcommittee was, therefore, pleased when an improved shuttle schedule was announced and put into effect.

INFORMATION BULLETIN

The Library of Congress Information Bulletin, as the principal means of communication among all members of the LC community, is an indispensable service to the staff.

The two major complaints received about the Bulletin are that it is rarely received in some parts of the Library in timely fashion and that it seems sometimes to be more an archive than a newsletter.

We recommend, therefore, that:

1. the Information Office and Central Services Division look into the distribution problem and make every effort to see that LC staff receive the Bulletin on the day it is published.

2. serious thought be given to the question: for whom is the Bulletin intended. Is it for Library staff, for the U.S. library community, of both? Librarians in the hinterlands are unlikely to be interested in the appointment of a new deck attendant; most LC employees yawn when they read the perennial headline, "More Publishers Join the CIP Program."

3. the Information Bulletin be more informative, more timely and more complete for the staff. To accomplish this goal, more reporters should be assigned to seek out news rather than serving more passively as editors of solicited material; more features should be done on various sections and individuals in the Library, similar to the recent fine article on the CRS Inquiry Unit; more information should be given about the Librarian's Conference agenda and about the official activities of the Librarian--there might be a weekly column listing the Librarian's meetings similar to the Washington Post list of the President's daily conferences. Almost all of the staff is pleased by the recent revivification of the Library and has a lively, healthy interest in knowing about the activities of the Library administration. The Information Bulletin can both inform and unite the staff, and these recommendations, if implemented, can contribute toward that goal.

4. the development of departmental newsletters be encouraged, to deal with matters of more parochial concern, perhaps inappropriate for the library-wide Information Bulletin, but of interest to those in the smaller work units.

REFERENCE COLLECTIONS

In its investigation of the treatment of reference books and the maintenance of reference collections, a study group of the subcommittee met with staff members in the Public Reference Section Office who are in charge of reference book assignments for more than 100 collections throughout the Library--from the 45,000-volume Main Reading Room collection to the smallest office collection of a few dictionaries. Public Reference librarians who are responsible for and who are the most frequent users of the MRR collection were consulted. Representatives of other divisions with reference collections were also consulted: Microform Reading Room, Law Library, and Catalog Reference.

More extensive consulting was not done because the results of an earlier study of reference collections by a subcommittee of the Reference Roundtable were available. This subcommittee's report and the notes of interviews it conducted with representatives of all divisions with major reference collections were very useful sources of information (see attachments B & C)

Problems

1. The main problem is the slowness (and even uncertainty) of getting books to reference collections. Requests for reference books and the books themselves must pass through many hands and comply with regular procedures in various parts of the Library before they reach a reference collection. In most places, reference books are not given special treatment or priority. There are often delays of weeks, months, or even a year or more before a book reaches its assigned collection. Further, it is not unusual for reference books to disappear during processing.

The Public Reference Section office is most successful in getting books to the various reference collections when a staff member is able to walk the order or the actual book through Processing. (With the move of Binding, Order and E&G to the Navy Yard, this kind of expediting will not be possible.) This is now done in many cases, but it is not possible on an extensive basis because of limited staff--three people who also have duties other than the reference book operation. Lack of staff also prevents follow up on books that are delayed or lost in processing.

2. Another problem is lack of a priority system for assignment of books already received in the Library. Assignment of books from the new book trucks is done on a first come, first served basis. Special reading rooms have no priority in their area of responsibility. Main Reading Room has no priority over reference collections which provide more limited hours of service. CRS slips duplicates in Preliminary Cataloging which may be copy 2 and thus not in excess of regular LC needs.

3. A further problem is lack of control over the removal of books from a reference collection. Both readers and staff members take books from reading rooms without permission from the appropriate librarians. Most staff members seem to be unaware that there is a regulation prohibiting this practice. In some cases staff members keep reference books at their desk for long periods and/or return them to general distribution rather than to the appropriate reference collections. The Main Reading Room collection seems to suffer most from staff borrowing.

Recommendations*

1. The reference books operation should be better staffed and supported throughout the Library.

a. One solution would be to establish a separate reference books unit or section within the Public Reference Section or General Reference and Bibliography Division with adequate, full-time staff for searching, following through, and when necessary, expediting all reference book assignments.

b. This separate unit could function well only if reference books were given priority treatment at every step in the Processing Department. Reference books expediters should be designated in each of the processing areas where reference books are handled. (Shelflisting already has a staff member who is responsible for reference books, and there are fewer delays or lost books in Shelflisting. Also, there is a great advantage in being able to contact one responsible person.)

The current Cataloging Reference Collection committee, which is staffed by Descriptive Cataloging but which also has responsibility for the collections in Subject Cataloging, Serials Cataloging, and other parts of Processing, has suggested that the responsibility for the Cataloging Reference Collection be transferred to the Processing Department Office. A separate reference books unit in the Processing Department Office, besides managing the Cataloging Reference Collection, could work closely with the reference book expediters throughout the Department and help expedite the flow of reference books throughout the processing procedures.

In addition, the cataloging priority for all reference books should be upgraded to priority two, and Reader Services and Research Department personnel should be given a greater role in the establishment of cataloging priorities. Books which have been selected for LC's reference collections presumably are also important to other libraries, and cards would be needed by these outside libraries.

c. A different solution, proposed by the Reference Roundtable, would be to decentralize the reference books operation and thus to bypass the complexity and delays of going through the Processing Department. (This has already been done, to a greater or lesser degree, in CRS, Law Library, DBPH, and others.) The Reference Roundtable recommended "that the ultimate aim be almost complete decentralization with only the general ordering of materials and the paying of bills to remain in the Processing Department." Specific suggestions for implementing this are contained in the attached report.

---

*Additional recommendations regarding reference book acquisition problems were forwarded by George Caldwell directly to the Task Force in a memorandum dated July 12, 1976. This subcommittee endorses Mr. Caldwell's recommendations and includes a copy of his memorandum as Attachment D of this report.

2. A priority system for the assigning of reference books should be developed.

3. LCR 812 (which states that books cannot be removed from reference collections--even by staff--without permission from the appropriate librarians) should be distributed to all staff members along with a memo from the Librarian urging compliance with this regulation. The same memo should ask each staff member to examine his/her work area for any "stray" reference books and to return any found to the appropriate collection, not to general distribution. Division chiefs should ensure that their employees are obeying the LCR.

4. Care should be taken in the Binding Office to be certain that books intended for reference collections are not sent to the decks, as has happened in the past. It might help if books for reference collections were put on a bright red truck in the Shelflist Section so that labelers would know to tend to these volumes quickly and accurately and forward them to the appropriate place.

5. Because reference books are frequently needed in a hurry and because the removal of the Binding operation to the Navy Yard is bound to create even greater delays in the arrival of new editions in the custodial divisions, the subcommittee recommends that consideration be given to the possibility of having reference books labeled in the Shelflist Section.

READING ROOMS

The subcommittee has anxiously awaited reports on the results of the general reader survey done in April and May since we are very much interested in the staff's ideas about how well the various reading rooms function, for staff as well as the general public, but did not want to duplicate the polling undertaken by Mr. Zich's group.

In the course of conversation, witnesses made quite favorable comments regarding the Orientalia and Serials Division, but were less pleased generally with the Rare Book and Special Collections Division, Science and Technology Division, Slavic Division, and Music Division. Representatives from the Loan Division and Photoduplication Service complained particularly about the unconscionable delays in eliciting materials from the Music Division, and the Photoduplication Service mentioned great difficulties in obtaining reports from the Science and Technology Reports Section, which has custody of approximately 40% of the materials requested by Photoduplication clients.

MISCELLANEOUS

We recommend that:

1. a unique number be printed on each LC employee pass to make it easier for Library employees to cash checks.

2. plans be made for an LC book store similar to that run by McGraw-Hill in the Smithsonian's Museum of History and Technology. This store would be a service to the staff and to the general public, filling a need keenly felt by many who work on the Hill.

3. employee lounges, stocked with current library literature and other publications of likely interest to the staff, be established in each of the Library's buildings. At present it is difficult for the staff to gain easy access to current professional literature and to find a comfortable, quiet place in which to read.

4. increased protection be provided by the Special Police for staff now working extended hours in the Jefferson Building. The extension of evening service provided by the Newspaper Reading Room and Serial Record Reference, and proposed extension of hours by other units in that building are causing some concern to staff working alone in isolated areas. They feel that there are too few special police to patrol the building adequately and that those now on duty are too slow to respond when asked for assistance.

Report submitted by members of the Subcommittee on Services to Staff as Users

Charles J Brookes Jr

Charles Brookes, Law Library

Milton Collins

Milton Collins, Serial Record

Catherine M. Croy

Catherine Croy, Administrative Department

Katharine K Elsasser

Kay Elsasser, Subject Cataloging

Veronica M. Gillespie

Veronica Gillespie, Prints and Photographs

Katherine F. Gould

Katherine F. Gould, Serial Division

Elizabeth Jenkins

Elizabeth Jenkins, GR&B

Margrit Krewson, Loan Division

Arthur J. Lieb

Art Lieb, Subject Cataloging

Victor Marton

Victor Marton, Copyright

James McClung

James McClung, Information Office

LaVerne P. Mullin

Laverne Mullin, Law Library

Winston Tabb, Congressional Reference
Chairman

400

LIBRARY OF CONGRESS
READER SURVEY
APRIL 1976

Robert Zich

July 15, 1976

IR004520

CONTENTS

I. Preliminary Note

II. The LC Reader Survey
  - Who our readers are
  - How readers use the Library
  - What did they think of our services?
  - Main Reading Room
  - Jefferson Room - North
  - Newspaper and Current Periodical Room
  - African Section
  - Congressional Reading Room
  - Latin American Portuguese Spanish Division
  - Law Library
  - Local History and Genealogy Room
  - Manuscript Reading Room
  - Microform Reading Room
  - Motion Picture Section
  - Music Reading Room
  - Orientalia Reading Room
  - Prints and Photographs Reading Room
  - Rare Book Reading Room
  - Science Room
  - Slavic Room
  - Study Facility holders

Appendix I : Short Form Questionnaire
Appendix II : Long Form Questionnaire
Appendix III : Geography and Map Division User Survey Report
Appendix IV : Law Library Reader Survey Report
Appendix V : LC Reader Survey: Total Forms Distributed and Returned by Week of Survey and Totals, with Rate of Return
Appendix VI : LC Reader Survey: Number of Short Form Questionnaires, Long Form Questionnaires, and Total Questionnaires distributed by Room
Appendix VII : Local and Foreign Colleges and Universities Attended by LC Readers
Appendix VIII : Non-local Colleges and Universities in the United States Attended by LC Readers
Appendix IX : Place of Residence of LC Readers with Homes Outside Greater Washington
Appendix X : LC Readers Fields of Study
Appendix XI : Congressional Reading Room Survey Report
Appendix XII : Study Facility Holder Tabulation of Comments

Preliminary Note

In an enterprise of this kind, perfection is not possible. Try as we might - and try we did - not every reader entering every reading room at the appointed survey time was caught in the survey. This was a particular problem at the Main Entrance to the Main Reading Room - where the great tide of readers was sometimes impossible to control - and the station covering the African, Motion Picture, and Prints and Photographs Reading Rooms - where even the best location could not afford complete coverage. Thus the number of readers that visited these rooms is greater than the figures in Appendix V might suggest. In addition the print outs supplied of the questionnaire tabulation required numerous cross checks for their analysis. Though as accurate as human endurance could make them in the time allowed, the figures and analysis, for this and other reasons, are merely good approximations; the percentages, for instance, are accurate within 1 or 2 points either way.

In brief there is an enormous fund of accurate, well documented information here, but do not imagine it still larger and more accurate than it is.

THE LC READER SURVEY

In the four weeks following April 5, volunteers distributed survey questionnaires (about half long form and half short form)[1] to a sampling of patrons using every reading room of the Library.[2] Each room was covered a minimum of four full days and on those days our volunteers attempted to give a questionnaire to every reader who had not previously received one; in all, 4,426 questionnaires were distributed. The 3,119 completed questionnaires (return rate=70%) were tabulated partially by hand and when appropriate by computer. The file, with full results for each reading room, is available in the Task Force office.

The results for the Library as a whole may be summarized as follows:

WHO OUR READERS ARE

80% of the readers make their home in greater Washington; if they do not, chances are best that they are from New York, Maryland, Virginia, California, or Pennsylvania.[3] 67% were doing academic work, either as teacher or student. Of those doing academic work, about 17% were faculty, 50% were graduate students, and 30% undergraduates; about 5% were high school students. Local universities were most heavily represented, and of these Georgetown, George Washington, American, and the University of Maryland sent the greatest numbers.[4]

Of readers having no academic ties, 50% were doing personal research and 50% were doing research for their work. Of those doing work-related research about 40% were employed in private business, 12% with the U.S. executive branch, almost 20% with the legislative branch, and 20% self-employed. About 6% were employees of the Library of Congress.

Reader research covered a wide range of subjects, but so far as it had a focus, the focus was, not surprisingly, upon history, law and the social sciences. Within the field of history the study of

---

[1] See Appendices I, II, and VI.

[2] Except Geography and Map, which had recently conducted its own similar survey. The report of this survey is Appendix III.

[3] If from abroad, chances are they were from Great Britain or West Germany.

[4] This varies some by room, however. In the Law Library, for example, Georgetown is most heavily represented - presumably because of its law school and the school's shuttle bus; in the Main Reading Room, George Washington is most heavily represented.

American history tended to predominate, although European history was heavily studied as well. Within the social sciences, political science, business and economics attracted the most attention. Literature had many students, but, interestingly, more were studying English literature than American; also popular were music, art, technology, education, and psychology. It is perhaps surprising how few of our readers study the pure sciences. What is most striking in the results as a whole, however, is the immense diversity in the subjects which our readers have chosen to investigate.

HOW READERS USE THE LIBRARY

More than 50% of readers will use the Main Reading Room in pursuing their research. Although this room also serves as a center for distributing both new and old readers to the appropriate place it is home to more readers by far than any other reading room in the Library--in fact it accounts for almost half the combined total of readers. The other most heavily used reading rooms are the Law Library, Newspaper and Current Periodical Reading Room, and the Annex Reading Room.

No more than 12% of the Library's readers on a given day is a newcomer. Most often readers learned of the reading rooms in which they were conducting their research from a friend. After that as a source of information came, about equally, the Special Police, Information Desk Attendants, Reference Librarians, signs, and informational literature. Our patrons use the Library's facilities about equally in most patterns of attendance; however, readers in the present survey are least likely to visit LC in short concentrated periods of time. It is about equally likely that an LC Special Police Officer, an Information Desk Attendant, Issue Desk Attendant or Reference Librarian gave initial information to the reader.

WHAT DID THEY THINK OF OUR SERVICES?

When asked to indicate the categories in which the Library most needs improvement, the readers singled out the speed of book delivery and the not-on-shelf rate. 47% of Short Form Questionnaires had Speed of Delivery checked as a category most needing improvement, and 46%, the NOS rate. The same strong feeling was expressed in the remarks written in by patrons in space left for general comments. What caused most discontent was the experience reported by a number of readers of receiving slips marked NOS, then after getting a stack pass, or by other means, finding that the book was indeed on the shelf.

The strength of feeling on these two matters was so great as perhaps in some ways to eclipse the apparent strength of feeling generated by other sources of discontent.[1] Regardless, the two next most mentioned categories were hours of opening (23%) and photoduplication services (18%). Written-in comments show that many readers would appreciate longer hours, especially on week-ends, and also would like self-service copiers that are cheaper and that produce a better quality copy. Written-in comments also show they would appreciate more and better signs, particularly floor plans, and better informational literature.

Readers indicated a general satisfaction with the strength of the Library's collections, though a number remarked that our collection in their field of research was strong as represented in the card catelog, but not in what they were actually able to examine; all told, about 90% of readers found our collection in their field strong or very strong. This finding, no surprise of course, was buttressed by 67% of readers reporting that they had tried another library in connection with their present research, and had turned to LC overwhelmingly because it has more or additional material in their subject. Interestingly, the library turned from was more often a public library (45% of the time) than a college or university library (35% of the time).

The results reported next must be viewed with caution because they are findings for the Library as a whole, and in some cases the findings in these categories varied greatly from room to room. Individual findings for each room are summarized in the last portion of this report.

About 10% of those who used the Library's card catalogs reported experiencing some difficulty. Complaints dealt with the confusing variety of catalogs in reading rooms such as the Prints and Photographs Division and Local History and Genealogy Room, but the most common complaints referred to the general slovenliness of the Main Catalog-in particular, numerous filing errors and blind cross references. Despite the Main Catalog's shortcomings, however, a number of readers spoke of its great bibliographic value and called for a project to edit it. Some readers also asked for a return of the Annex Catalog to space near the Jefferson Room.

Approximately 10% of our readers indicated they had used a computer terminal catalogue; of that number about 20% reported having difficulties ranging from confusing instructions to excessive down time. In rooms where the terminal is readily available, use is far higher.

---

[1] This was so because in the format of the Short Form Questionnaire, only the three categories most needing improvement could be checked. That is, not all categories in which a reader thought we needed improvement could be checked; thus mild feelings were statistically made to seem milder than they might in fact be.

The figures on waiting time for delivery of ordered materials varied greatly from room to room, but for what it is worth, the average delivery time for the Library as a whole was on the order of 30 to 40 minutes. About 16% of readers indicated receipt in less than 10 minutes (an experience common in the Rare Book Room and some other smaller reading rooms), while 14% reported a wait of more than an hour. These findings generally are skewed toward the speed of book delivery in the Main Reading Room, since about 45% (648 of 1451) of the Long Form Questionnaires from which this information is taken were filled out by Main Reading Room patrons.

All told, about 50% of readers ordering materials reported receiving more than 3/4s of what they requested; 25% received 1/2 to 3/4; about 12% received 1/4 to 1/2; and 12% received 0 to 1/4. About 14% reported not receiving an explanation of why they did not receive the material ordered, but of those who did receive an explanation, only 60% found the explanation satisfactory. About 40% not receiving material consulted the Issue Desk Attendant, 20% checked a reference librarian, 20% requested a special search and only 10% asked to have the central charge file checked.

Readers reported either rather good or rather bad luck with special searches, but more indicated bad luck than good: about 33% of readers reported receiving 3/4 or more of the needed material and 35% reported receiving less than 1/4. Others divided equally between 1/2 to 3/4 and 1/4 to 1/2. About 25% of our readers have requested stack passes, and the most common reason (almost 40% of readers checking this) was to save ordering many volumes needed only briefly. It is possible,however, that this figure is deceptive since the next most common reason checked (25%) was "to avoid deck attendant error". Since this reason is not normally accepted as sufficient grounds for issuance of a stack pass, some readers may have checked the more acceptable, though less accurate, category. As mentioned earlier, more than 90% of readers thought our collections strong or very strong in their field. Interestingly when asked to specify categories in which we are weak, the readers specified materials issued before 1900 (about 30%) and after 1970 (about 30%). 17% checked 1900-1950 and another 17% checked 1950-1970. The checks were equally divided between foreign and U.S. publications. It could be that the belief we are weak in recent publications is owing in part to additional complications in securing some recent publications (e.g., periodicals) and in part to the slowness in filing added entries in the card catalog. Some readers wrote that we are a bit weak in current foreign periodicals, particularly in French literature. Whatever the case, the matter is ripe for additional investigation.

About 23% of readers expressed dissatisfaction with the hours of service in the reading rooms, and many felt strongly enough to write in comments urging both later and earlier hours (though mainly later).

Readers in certain rooms revealed particular dissatisfaction with hours, specifically, the Newspaper and Current Periodical Room (which now has longer hours), the Law Library, and most rooms with a 40 hour week.

Almost 98% of readers expressing an opinion were satisfied by the location of the reference librarians; some made a point of registering their approval of the new station for MRR reference librarians in the catalog room, and some urged placing an assistant at the entrance to the MRR.

45% of readers had consulted reference librarians, and of those who did 60% found them very helpful and 30% helpful; 7% reported a varying quality of help and 3% found the service either unhelpful or very unhelpful.

One in three readers made use of a reference collection and 95% of those who did found the collection either helpful or very helpful.

A little more than 33% of patrons asked help of the Issue Desk Attendants, perhaps a surprisingly small figure considering their conspicious position in the rooms where they serve and their central function in reader service. Of those who did ask for help, 40% reported the assistants very helpful; 40% helpful; about 15% that it varied, and about 5% thought them unhelpful or very unhelpful. Many written-in comments critical of the demeanor and assistance of issue desk attendants in certain rooms will be commented on in later sections.

Only 11% of readers asked for the help of the Library's subject specialists, but 65% of those who did found them very helpful and another 22% found them helpful; about 8% thought the service varied, and 5% found the specialists unhelpful or very unhelpful.

Only 40% of readers knew of our special study facilities and of those who did 67% have used them. 32% thought these facilities excellent, more than 50% found them good, 12% found them fair and 2% found them poor. Written comments suggest some specific possibilities for improvement, for instance, the more timely pulling of charge slips from books charged to study facilities.

35% of patrons reported using the Library's photoduplication services on the day they were surveyed; 95% used the self-service machines. 23% were very satisfied, 50% satisfied, 20% dissatisfied, and 10% very dissatisfied. As mentioned earlier, written comments reveal a very considerable dissatisfaction with the cost of self-service copying and with the quality (slick grey paper) of the copy.

There was much similarity in the replies of all users regardless of time of use. The evening patrons however, were less likely than daytime users to have requested a stack pass, more likely to have found the hours of service unsatisfactory, less likely to have used a reference librarian, less likely to have found the Issue Desk staff "very helpful", and less likely to have heard of the Library's special study facilities. The picture emerges of readers with a sense of limited time in which to conduct their research and of limited facilities, and more generally perhaps, limited knowledge of facilities which the Library offers to help them in their research.

Week enders are more likely to be doing "academic" work, but less likely to be faculty members, more likely to be doing personal than job related work, less likely to have requested a stack pass or to know of special study facilities, less likely to have consulted a reference librarian or found their assistance "very helpful," and less likely to be satisfied with the hours of service. Once again the picture emerges of a reader with limited time attempting to cope with limited weekend services using his limited knowledge of the facilities.

It would perhaps be useful at this point to mention the numerous written comments on the Library and staff generally which express great appreciation for our resources in people and material: "everyone has a helpful attitude; I am generally and sincerely grateful for the facilities of LC - even with its defects it is one of the finest libraries in which I have ever done research and compared with foreign national libraries it has no peer in its accessibility and help for researchers"; "my encounter with your personnel have shown them to be an energetic and cooperative group of people - what a pleasure it is to work with them"; "it was a once in a lifetime thrill to work here; LC is perhaps the last national treasure we have"; "I have never been in a library where the staff was so courteous and helpful." Such comments help us keep in perspective the worrying but less common general remarks that are unfavorable: "I drove here from Michigan, could not get service, waited an hour then had to leave"; "LC chooses the worst possible people to work with the public...". "I tell my colleagues to work somewhere else."

We sometimes fail - and these failings should be corrected - but we often succeed magnificently.

In the following account of findings on the various reading rooms, I shall mention only those categories which differ conspicuously from the Library-wide average.

MAIN READING ROOM
(N.=1342:SF=694;LF=648. RR=66%)[1]

This busiest of the reading rooms serves as host to new readers and non-Washington readers in more than average numbers. The number of academic readers is also above average, the difference lying in a greater number of undergraduates. The typical MRR reader is more likely than the typical LC reader to view speed of book delivery as being one of the Library's most serious problems, more likely to report receiving an explanation for an NOS report, and less likely to be satisfied with the explanation. He is less likely to have evaluated Issue Desk staff as "very helpful". Finally, the MRR reader is more likely to report that he has used another library in connection with his present research and more likely to report that this other library was a public library.

The picture here is of a large very diverse readership with a greater than usual admixture of the newcomer, the undergraduate, or the otherwise naive user.

An apparent contradiction exists between the statistical report of readers' evaluations of the MRR Issue Desk staff and written-in comments. Fifty-seven questionnaires contained comments unfavorable to the issue desk attendants; only deck attendants received more critical comments. Of the four favorable comments about MRR Issue Desk staff one was that there had been improvement in service lately at the Issue Desk, and another that "today" service was good at the Issue Desk, which the writer went on to say was "unusual". The unfavorable comments often used strong language: "Get rid of the indifferent men at the Central Desk"; "Issue Desk staff was aloof and surly"; "Issue Desk staff is always horsing around"; "they make too much noise and are oblivious to readers"; "Issue Desk attendants are uncooperative, unfriendly, and totally unconcerned with helping the reader."

This strong feeling seems to have slipped through the net of statistics. About 33% of readers reported using the Issue Desk attendants and of those, 33% reported them very helpful, about 40% helpful, about 16% that they vary and about 5% that they were unhelpful or very unhelpful. Some of the written-in criticism (e.g., about noisiness, horsing around, and so on) deals with the attendants' general comportment. The reader who has not asked for help - who might, in fact, have been put off from asking for help has been unable to record his displeasure except by writing it in since only those who reported asking help of Issue Desk attendants were requested to evaluate them on the questionnaire. Many of the comments, however, speak of unhelpfulness. It is hard to determine from the information in hand the cause of the discrepancy. However, the size of the complaining group and its strength of feeling should make us ponder the cause of the expressed discontent.

---

[1] "N" is the number of Short and Long Form Questionnaires; "SF" is the number of Short Form Questionnaires; "LF" is the number of Long Form Questionnaires; "RR" is the rate of return, i.e., the number of completed and returned questionnaires divided by the number of questionnaires distributed; the figure is reported in percentages.

Another interesting finding from written-in comments concerns the reference librarians. The statistics show 60% of readers who have used them find them "very helpful", 33% find them "helpful", 3% find them "unhelpful" or "very unhelpful". Written-in comments reveal what readers believe their strengths and weaknesses. Study facility holders are uniformly laudatory in their written-in comments: "reference librarians are excellent"; "do a marvelous job"; "are highly competent and a joy to work with"; "applause". No unfavorable comments whatever. The general MRR readership make a number of similarly favorable comments (17), but an equal number of unfavorable comments. The 17 unfavorable comments often relate to unhelpfulness or curtness to first timers, or the inexperienced reader--"some librarians are insensitive to first-timers"; "some librarians are very smart and don't treat you with respect"; "should give new comers more help." The scholarly or sophisticated reader is apparently rather well served, but not always the new or inexperienced reader. As regards other matters, nine MRR readers asked for more specialist knowledge in the reference staff.

One startling result is the wide variety of subjects our patrons study in the MRR. Many psychology, philosophy, law, medicine, science, and technology students are doing research there despite the existence of reading rooms or stack locations that would seem to suggest a better station for them. It would be most interesting to learn if their presence in the MRR is the result of ignorance (at least some patrons are undoubtedly there for that reason) or rational choice.

ANNEX READING ROOM
(now: JEFFERSON ROOM - NORTH)
(N.=194:SF=106;LF=88.RR=76%)

The Jefferson Room - North reader is less likely to be a newcomer to the Library than is the average LC patron and more likely to be a daily visitor from greater Washington working on a graduate degree, or self-employed. He is more likely to be writing a book or article for publication and to know of and use our special study facilities and stack passes. This reader is less likely to have used the reference librarians, less likely to have described their service as "very helpful" and more likely to indicate their service varies from person to person.

The picture emerging is of the experienced local graduate student or free lance researcher who knows his way around and who consequently has (or thinks he has) less need of the reference librarians. Written-in comments on reference staff were quite favorable except for two requests for greater specialist knowledge; perhaps the reference staff in this room is held to a higher standard by its more knowledgable clientele than is the case in the MRR.

Once again a sizeable number of written comments criticize the Issue Desk attendants; typical comments read: "unhelpful to the inexperienced, curt manners"; "should be more concerned"; "annoyed with routine requests"; and, "abrupt and lack patience." The statistics again seem poorly to represent this body of feeling. The speculation about the same discrepancy in the MRR seems pertinent here.

Several readers wrote in a request that the Jefferson Room-North be supplied with a card catalog; several described the shortcomings of the book catalogs.

The relatively large number of art students and small number of literature students are obvious results of the location of the books in our stacks.

NEWSPAPER AND CURRENT PERIODICAL ROOM

(n.=292:SF=151;LF=141.RR=71%)

The reader here is less likely to be doing academic research than the average LC reader, and less likely to be a faculty member or graduate student. He is less likely to be doing work related research, but more likely to be an LC staff member. The reader is less likely to be writing for publication and more likely to have turned to the Library of Congress after trying a public library. He gets a higher percentage of the material he requests and gets it faster; when he doesn't receive it, he is more likely to be satisfied with the explanation of why he didn't. He is less likely to rate the service of the reference - issue desk attendants as "very helpful" and more likely to rate them "helpful." He is less likely to have heard of special study facilities.

It is interesting that here, as in several other rooms, readers were so exaspirated about book delivery in the general reading rooms, that they took the occasion to write in comments about that service on the NCPRR questionnaires: "received 1 book in 10, with a pass located them - deck attendants lazy or stupid"; "MRR book service poor - many NOS on shelf" (reader had a pass); "MRR book service an abomination..."; "extremely slow and unreliable service in MRR"; "engage a crew of retired U.S. army sargents to whip your stack people into shape. Now!"

The typical reader in the NCPRR appears to be the less serious researcher, such as undergraduates and those doing personal research; there are, however, notable exceptions, such as LC staff members, (often) CRS researchers.

In the case of most of the remaining reading rooms, the number of readers caught in the survey was so small that the findings must be taken with caution.

The two readers surveyed about the African Section (n.=2:SF=2;LF=0.RR=100%) were graduate students from the greater Washington area who had come to the Library of Congress after exhausting the resources of a college or university library in one instance and a public library in another. They were periodic users who, like the great majority of LC readers, believe the speed of book delivery and NOS rate to be what the Library most needs to improve.

The Congressional Reading Room (n.=57:SF=57;RR=77%) hosts a surprising variety of readers. Almost 20% report themselves doing academic research (half graduate students, half undergraduate), and 20% of the remainder are doing personal research. The subjects of research cover a wide range; not unexpectedly, however, most research pertains to business, economics, political science or law. Four of the 57 readers hope to publish their findings. 25% of readers tried other libraries, mostly public or college libraries. The NOS problem vexed these readers most, followed by speed of book delivery, and rather farther down the scale of complaint, the hours of opening. (See Appendix XI for a detailed report of findings from the special CRS questionnaire.)

90% of LAPS readers (n.=41:SF=21;LF=20.RR=84%) are doing academic research; 60% of the academic researchers are faculty and 33% are graduate students. Only 60% of the LAPS readers are from greater Washington; 25% come almost daily to LC for research; 67% are writing for publication; and 50% dislike the LAPS hours of opening. Most learned of LAPS from a reference librarian, a friend, or a "miscellaneous" LC staff member (not a guard, information desk assistant, or Issue Desk attendant). 75% tried other libraries, mostly academic and public. I am happy to report that, without exception, the readers who used the reference librarians found them "very helpful". Two readers were moved to write in: "The LAPS reference staff is excellent;" and "the reference staff is very helpful, especially Mrs. Dorn."

The Law Library (n.=278:SF=278.RR=79%) has composed a report on findings about its readers based on its own specially designed questionnaire. It makes up Appendix IV. The short form questionnaire given to the same readers as the law questionnaire shows that 65% of Law Library readers are doing academic research. Of these, 75% are graduate students, mostly law students, and 16% undergraduates. A surprising 16% are doing personal research. Of those doing research for work, almost 50% are in private business and 20% are self-employed. Relatively few are writing for publication. 67% have tried another library, which for 33% of readers was a special (probably law) library, and for 40% was a college or university library. A relatively high 90% of readers were from greater Washington. Despite its relatively long hours (as long as any room in the Library), law readers apparently believe hours of opening to be the category in which the Library most needs improvement. Following just behind in the list were the NOS rate and speed of book delivery; not too far behind them were photoduplication services. Written in comments suggest the self-service machines were the main source of complaint: 15 thought them too expensive; 11 thought the quality poor; 10 asked for more machines. Written in comments suggest some lack of enthusiasm for the service of the reference staff.

The average Law Library patron appears to be a local law student, probably from Georgetown, who needs more hours than we have to offer in which to pursue his studies.

The patron of the Local History and Genealogy Room (n.=93:SF=53;LF=40.RR=82%) is quite a different species. 40% of its readers are newcomers to LC and indeed 50% are from out of town, both figures being far higher than the LC average. Fewer than 20% are doing academic research; 90% are doing personal research. Most are doing their family history, 25% hoping to publish. 80% have tried other libraries, mostly public, and have turned to LC because of our superior resources.

Interestingly, these apparently rather unsophisticated users report themselves relatively satisfied with reference and issue desk service; and though they complain in equal numbers about the NOS rate and speed of book delivery, the speed and NOS rate which they report is a bit better than average. Readers who are splenetic exceptions to the relatively satisfied whole exist, however.

The reader in the Manuscript Reading Room (n.=54:SF=28;LF=26.RR=71%) is most likely to be studying American history or politics, but significant numbers are studying such subjects as genealogy and science. 60% of readers are doing academic work; mostly these are graduate students or, slightly less likely, faculty members; a few undergraduates are also present. A little more than 50% hope to publish the fruit of their research. 50% are also doing personal research -- some obviously have construed their academic work to be personal research. Almost 50% are from out of town. All reported receiving more than 3/4's of what they requested and receiving it in less than 10 minutes: a reader wrote in a compliment to the good control of materials in the Manuscript Division. 90% of those requesting reference assistance found the service "very helpful" and the other one found it helpful. Someone wrote that the services and employees of the Manuscript Division are "excellent". The Issue Desk staff and specialists in the division received almost as high a rating. Almost all readers had pursued their research in other libraries, most commonly a public library, but nearly as often a college or university library. 33% were dissatisfied with the room's hours of service. The usual high numbers were critical of the NOS problem and speed of delivery in the Library's book service. A number wrote in comments on these topics. Like elsewhere too, there was criticism of the photocopiers. The reader in the Manuscript Division is one of our more scholarly users--though not so much so as one might have expected--and more satisfied--with good reason, it appears--than most.

The reader in the Microfilm Reading Room (n.=45:SF=21;LF=24.RR=75%) is more likely than the average LC reader to be a graduate student, less likely to be an undergraduate, or to be doing personal research; he is also more likely to be from out of town, to know about our study facilities and to have used them. He is more likely to have tried other libraries in his research, and these other libraries were more likely to have been public libraries. He is more likely to have received his ordered material in 10 minutes or less and to have received 3/4's or more of it. He was less likely to have thought our book collection mediocre (or worse) in his field. Though he was as likely to find the Microfilm Reading Room reference staff very helpful as readers on the average elsewhere, he was in addition more likely to have found them "helpful"; no reader reported the service to "vary" or to be "unhelpful" or "very unhelpful".

The average reader in the Microfilm Reading Room is a rather knowledgeable graduate student, often from out of town, possessing a study facility and finding the Microfilm Reading Room to be one of the more helpful and efficient rooms in the Library.

The number of readers captured in the survey of the Motion Picture Section (n.=21:SF=13;LF=8.RR=91%) was so small that little can be said about them with confidence. The one item that shines unequivocally through the findings is that readers found the reference staff and the specialists "very helpful"; most readers had used the reference librarians and all those that did had found them so. Several underscored their feelings by writing in such comments as: "the reference staff is superb." Aside from this pleasing result, one can report with reasonable confidence only that the Motion Picture reader is more likely than the average LC reader to be planning to publish the fruits of his research, and to live out of town.

The reader in the Music Reading Room (n.=82:SF=49;LF=33.RR=87%) is more likely than the average LC reader to live out of town, be an undergraduate and be self employed. He is more likely to accept the explanation for the unavailability of the material he ordered. He is more likely to have used the services of the reference staff and specialists and to have found them "very helpful". He is less likely to have reported the service of the reference staff to vary from person to person. Readers in the Archive of Folk Song were more prone to write in comments of praise for the reference staff in that room than readers in the Music Reading Room. The Music card catalog received written in criticism of its "peculiarities and apparent inconsistancies" as well as its incompleteness.

Small numbers forbid great confidence in findings about the readers using the Orientalia Reading Room (n.=24:SF=15; LF=9.RR=80%). However, the evidence at hand suggests that the reader here is more likely than the average LC reader to have received his first Library instruction from a reference librarian and to have been more likely to have been directed to Orientalia by the same source. He is more likely to live locally, and to intend to publish his research. He is more likely to know of the existance of special study facilities and to have requested a stack pass. He is more likely to have had trouble using the rooms card catalog, (by comparison with reports from other readers about other catalogs) and more likely to have found the specialist staff "very helpful".

The small number of readers caught in the survey of the Prints and Photographs Reading Room (n.=34:SF=10; LF=24.RR=89%) once again requires caution in interpretation. What appears to emerge from the statistics, however, is that the P&P reader is less likely to be doing research associated with academic work than the average LC reader but if doing academic work, he is more likely to be a graduate student. He is far more likely to be planning to publish the results of his work and to be studying art or architecture. He is more likely to receive more than 3/4 of what he orders and to get it in less than 10 minutes. He is more likely to have used the divisions specialists and to have found them very helpful, to know of special study facilities and to have used them. On his first visit to the Library he was more likely to have been given directions on how to proceed by an assistant at the Information Desk; this suggest the main purpose of the visit may have been to secure access to the P&P collections. Written in comments offer criticism of the catalog: "unclear how to use it"; "confusing"; "wants an informational brochure to explain the P&P file system".

The P&P reader appears to be a rather knowledgeable special purpose reader, not too happy with the catalog there, but inclined in other ways to agree with the reader who wrote: "the print room is terrific".

The relatively small numbers caught in the survey of the Rare Book Reading Room (n.=40:SF=22;LF=18.RR=63%) permit the estimate that this reader is less likely to be doing academic research[1], more likely to live out of town, and more likely to have turned to LC from a public library. He is more likely to receive 3/4 or more of what he ordered, and more likely to get it in less than 10 minutes. He is more likely to receive 3/4 or more of what he requested in a special search, more likely to know of special study facilities, more likely to find the reference, Issue Desk, and specialist staff "very helpful," and more likely to be dissatisfied with the Library's photocopying service. He is more likely to be studying books and printing and genealogy. Surprisingly, and unlike readers in other 40 hour per week rooms, he is more likely to be satisfied with the hours of service; perhaps there are significant numbers of potential readers who could use the room only nights and weekends, and who therefore would not have been caught in the survey of the room.

The readership here seems knowledgeable, surprisingly diverse, and rather well pleased with the service it receives.

Written in comments complained of deficiencies in the Rare Book catalog, especially in its tracing of illustrators.

The Science Room reader (n.=50:SF=30;LF=20.RR=77%) is more likely than the average Library reader to be doing job related research, to work in private business or the executive branch, and to live locally. He is also more likely to have consulted a reference librarian and the room's reference collection. Except for these things and the subject of research, (which of course, is more likely to be in the fields of science and technology), the science room reader is very like the "average" reader in the Library. Written in comments suggest that noise may be a problem in the room; the complaints were apparently generated by the room's noisy book delivery equipment and by an equally noisy printer attached to the computer terminal.

The small number of questionnaires issuing from the Slavic Room (n.=34:SF=17;LF=17.RR=76%) once again require caution in interpreting the results. The Slavic reader is much more likely to be a daily visitor to the room and less likely to be a newcomer (comparison is to the average Library reader and the average reading room). If doing academic work, he is much more likely to be a faculty member or graduate student. The reader is much more likely to be intending (or hoping) to publish the results of his research. The Library he turned from to come to LC was more likely to be an academic library. He has more likely requested a stack pass, and to have used the rooms reference collection and found it "very helpful". He is also more likely to have requested help of a reference librarian and found him "very helpful". Written in comments indicate the readers worry about the Library's collection of slavic materials: "LC's holdings of Soviet and European newspapers is in a sad state"; "the condition of Soviet publications is poor"; "many books are lost".

---

[1] This surprising result may be related to the capture in the survey of four genealogists.

What emerges is the picture of a faithful clientele which, if doing academic work, is doing so at an advanced level, a group of patrons that seem to be pleased with the service and a bit concerned about the condition of the collections.

Many study facility holders (n.=101:SF=101.RR=46%) were caught in other surveys, but regardless a large number replied when they were specially canvassed. The average study facility holder is much more likely than the average LC reader to be a faculty member or self employed and much less likely to be an undergraduate. He is more likely to live in greater Washington and much more hopeful about publishing the results of his research. He is even more concerned than the average reader about the NOS rate; finally, he is more likely than the average reader to find special study facilities a category in which the Library most needs improvement. The study facility questionnaires were so rich in comments that I have included them in full summary form in Appendix XII .

APPENDIX IV: Law Library Reader Survey Report

LAW LIBRARY READER SURVEY

Prepared by
(Mrs.) Marlene C. McGuirl
Chief, American-British Law Division

July, 1976

Library of Congress
LAW LIBRARY
American-British Law Division
European Law Division
Far Eastern Law Division
Hispanic Law Division
Near Eastern and African Law Division

Law Library Reader Survey

Introduction

The survey of the readers in the Anglo-American Law Reading Room, the Law Library Gallery and the foreign law reading areas was conducted on random days in both day and evening hours during the period of April 5 - May 7. An attempt was made to distribute the questionnaires to all readers as they entered the room or when they made use of the foreign law areas. Admittedly not all readers in all public areas received questionnaires. Of the 373 questionnaires distributed, 290 were returned, a 78 percent response. Percentages were computed on the basis of total responses to each question in all categories. The percentage of the responses related to the total number of questionnaires is indicated in the left hand margin of the tables.

The questionnaire was divided into three basic areas. The preliminary section was used to identify the users of the reading rooms, and the relative frequency of their use. The next section sought information as to the satisfaction with the present physical facilities available to readers as well as equipment. It was intended particularly that these responses would aid in final planning for the new facilities in the Madison Building. It was also hoped that any glaring problems presently in existence would be pinpointed. The last portion of the questionnaire concerned itself with the reading room collections, catalogs, deck service, and finally staff service. The goal of these questions was to evaluate the adequacy of the reference collections and isolate any weaknesses in overall service and staff.

In order to facilitate understanding of the questionnaire, it should be noted that:

1. The Anglo-American Law Reading Room is a basic American working law collection of approximately 30-35,000 volumes. With few exceptions the only foreign law materials found in the Room are British.

2. The Law Library Gallery contains only Congressional publications, including the Congressional Record, "Serial" set, and House and Senate Bills and Resolutions. The Gallery is not serviced after 4:30 p.m. or on Sundays.

3. The foreign law reading areas are located in the North Curtain in the office area near the American-British and Hispanic Law Divisions and in the Northeast corner of the building adjacent to the Near Eastern and African Law Division. These areas are off-limits for readers after 4:15 p.m. and on weekends.

Preliminary

The greatest number of users completing the questionnaire during the survey period were law students attending schools in the Washington metropolitan area (42 percent). They primarily selected this Law Library because it was the most conveniently located (58 percent), although a significant percentage (34 percent) said they found the materials which they needed, including law reviews, legislative history materials, Supreme Court briefs and recent books, only at L.C. One student commented "I enjoy this library." Law students used the reading rooms usually on a weekly (36 percent), monthly (29 percent), or every few months basis (19 percent) and only 6 percent used it daily.

The next highest percentage of users were private attorneys (19 percent), of whom 91 percent were from the local area. Twenty-eight percent used the Law Library weekly, and 26 percent used it every few months. The majority of the private practitioners (44 percent) came to L.C. because only the L.C. collections contained material they needed, including state administrative codes, law reviews and foreign law. As with the students, a significant number of attorneys (36 percent) used the Law Library because it was conveniently located.

Non-law students completed 15 percent of the questionnaires and used the Law Library rather infrequently, i.e., annually or less (23 percent), every few months (23 percent), a few times a year (21 percent) or monthly (21 percent). Seventy-two percent lived in the area while 21 percent came from more distant locations. While about 36 percent of these students found L.C. in a convenient location, 34 percent found what they needed only at L.C. One person commented that the codes for the 50 states were only available to him in the L.C. collections.

Of the remaining categories of users, the highest number were government attorneys (4 percent) and non-attorney Congressional staff (3 percent).

Law Library Reading Room Facilities

Of the various Law Library reading rooms, 73 percent of the users surveyed have used the Anglo-American Law Reading Room, 35 percent the Gallery and 14 percent the foreign law areas.

Over 68 percent of the readers found the present seating facilities adequate. Thirty-one percent of the total respondents did find the seating inadequate. Seventy-eight percent of the dissatified attorneys and 53 percent of the dissatisfied law students would prefer carrels. Forty-one percent of all those finding the seating inadequate felt that additional tables were needed and 22 percent of that group expressed a preference for divider tables. Six persons requested softer or more comfortable chairs. Other comments characterized the lighting as "meat-market" variety which ought to go and the lighting on the Gallery as "terrible."

By far, a majority of the respondents (86 percent) found the noise levels in all of the reading room areas acceptable. Of the approximately 10 percent who found the noise level unacceptable, the complaints were aimed at noise generated by staff members and tours passing through the reading rooms.

Hours of service in the reading room areas, excluding the Gallery, were found satisfactory by only 51 percent of the readers with 49 percent indicating they were not satisfied. Of those respondents dissatisfied with the hours (66 percent of the law students and 38 percent of the lawyers fell into this category), a substantial majority recommended later closing and an extension of weekend hours. There were additional requests for extended hours of stack service (in a later question, 64 percent of the respondents found the hours of deck service satisfactory while 36 percent found them inadequate), and evening access to the foreign law collections. One respondent thought 24 hour service would be useful.

Of the 102 persons who had used the Gallery only 53 percent found the hours satisfactory. Interestingly enough, 32 persons who had not indicated that they had used the Gallery responded to the part of the question concerning what Gallery hours would be preferred. Again the clear consensus was for longer hours particularly at night and on weekends. Sunday hours were requested on the Gallery by about 51 percent of those responding.

Of the readers surveyed, 17 percent have at one time or another reserved legal materials for continued use and have for the most part found the 3-day limitation adequate. One person did include a special comment, however, indicating his feeling that the "reservation of materials is a great dis-service."

The question concerning photocopying facilities generated numerous comments from the users. Seventy-one percent of the readers have used the self-service photocopying machines. Twenty-one percent of those users were not satisfied with the equipment and 62 percent were only somewhat satisfied. Additional machines or different machines were recommended as the ways of improving the service. Nearly 70 individuals added comments concerning these machines. Half of these requested less expensive copies, while others requested better machines, a different type of paper, better maintenance and coin changing equipment.

The Law Library's Microform equipment was occasionally used by 18 percent of the respondents, the vast majority of whom (84 percent) found it adequate. The 12 percent who found the equipment inadequate pointed to technology, number of machines available, dirty equipment, crowded conditions and lack of copying space for use in conjunction with the viewing equipment.

Reading Room Collections

Approximately 65 percent of the users found the volumes needed for their work in the Reading Rooms 75-100 percent of the time. This includes 73 percent of the law students, 77 percent of the private attorneys, 54 percent of the non-law students, 70 percent of non-attorney Congressional staff and about 32 percent of the government attorneys. Twenty-nine percent of those answering this question found the needed materials 50 percent of the time or less.

Of the categories of materials listed in the questionnaire which could be added to the Reading Room collections, current unbound periodicals, additional bound periodicals, Congressional publications, pre-1920 state reports, treatises, international materials, loose-leaf services and foreign treatises and statutes. in that order, were the most requested. Both law students and private attorneys requested additions of current and bound law reviews, followed by Congressional publications for law students and treatises for the lawyers. Non-law students seemed to be more interested in including bound periodicals, Congressional publications and foreign treatises and foreign statutes.

Duplicate copies of Federal reports (presently maintained in the Reading Room in 2 copies), periodicals, encyclopedias, U.S. Code (2 copies are now in the Reading Room), and loose-leaf services were thought to be useful additions to the Reading Room. Besides these items readers requested additional copies of Shepard's citators, hornbooks, state reports for the more used states, and law dictionaries in foreign languages. One reader commented that it would be beneficial to let patrons know that Reading Room materials are available from duplicate collections in the stacks. Another commented that duplicate copies would be helpful in periods of high use, otherwise "the commendable shelving job makes one set sufficient."

Several readers commented on the lack of availability of foreign and international law materials particularly on weekends and at night. Examples of those comments were: "As far as French law is concerned some 40 titles plus some periodicals would be of immense help on weekends when foreign law Reading Room is closed"; "Basic tools in French, German, Spanish, Russian and Chinese should be in LL RR"; "International law treatises insufficient and law lexicons insufficient." One L.C. staffer lamented the fact that current laws and gazettes are often kept locked in the offices of legal specialists and thus have limited availability.

As would be expected, the materials most frequently requested from the stacks corresponded in general order to those items which readers felt should be included in the Reading Room, namely, current periodicals, bound periodicals and state reports. After periodicals, lawyers asked for Federal and state reports while law students requested Congressional publications and Federal reports most frequently. Non-law students requested current periodicals, older periodicals and Federal reports most often.

It seems a fair assumption that most materials requested from the decks are returned to the reader since 48 percent of the users characterized the number of N.O.S. slips as less than 25 percent of the time, 26 percent as 25 percent of the time, 14 percent as 50 percent of the time, 7 percent as never and 4 percent as 75 percent of the time. The materials most frequently requested from the decks and not found were current periodicals (62 percent), periodicals, two years old or older (43 percent), federal administrative reports (54 percent), federal administrative regulations (33 percent), and state session laws (28 percent). Deck service time averaged in the majority of cases (60 percent) 10-20 minutes or 10 minutes or less (20 percent).

The Reading Room collections were considered current by 60 percent of the total respondents (62 percent of the students, 58 percent of the private attorneys and 72 percent of the non-law students), and occasionally non-current by 31 percent. One person indicated that text books were occasionally non-current and another that various sets were missing latest pocket parts or supplements.

As to the method of delivery of books from the stacks to patrons, there was a rather small preference for the current method expressed - that is, delivery of books to the Reference Desk for patron pick-up (50 percent). A significant minority (41 percent) indicated a preference for the delivery of books to the patron at a numbered seat.

Paging of patrons to the telephone was overwhelmingly endorsed in emergency cases only (62 percent). Even the private attorneys agreed (38 percent). This is the policy presently in force in the Reading Room.

The Law Library's catalog was consulted by 78 percent of the respondents; 47 percent consulted both the public catalog and the Law Library catalog and 44 percent consulted neither. The Reading Room shelflist and the locator were never consulted by the greatest number of readers (31 percent). Eighteen percent of the persons replying had some difficulty in using the card catalogs. However, numerous comments were included under this question. One of the additional comments was to include call numbers on added entries as well as main entries. Location of the call number on some older cards also presents problems as few readers know to look on the reverse side of the card. There were also complaints about the difficulty in identifying government documents as well as general difficulty in understanding the entire filing system. Some complained about the organization of the catalog and about its being incomplete. A few asked for more coordination between the public catalog and the Law Library catalog.

A large majority of the readers (75 percent) request assistance from the reference librarians "sometimes," while 15 percent requested their assistance "often." Typically, the service of the reference librarians was considered very helpful (57 percent), although more knowledge in legal research techniques was indicated as a way of improving the service by approximately 13 percent. Eleven percent indicated that an increased number of reference librarians would also help to improve services. It should be noted that the term "reference librarian" to a patron may include any person who assists a reader or answers questions including deck attendants, legal specialists, and sometimes Chiefs and

Assistant Chiefs. Some readers indicated that they found the reference librarians courteous, competent and efficient while a few others complained of rudeness, condescending attitudes and lack of knowledge.

The written comments of private attorneys (67 percent indicated that they sometimes consulted the reference librarians and 11 percent did so often) were generally complimentary and phrased in such terms as "service is excellent," "seems adequate" or "they are O.K.". Seventy-six percent were very satisfied with the service. Two attorneys had specific suggestions, however. One indicated that the librarians needed more knowledge of shelf locations of treatises and another indicated that "assertiveness training" is required so that patrons could be prevented from "pyramiding books to the present ridiculous degree." Actually, this latter comment concerns the work of the deck attendant in the Reading Room rather than the reference librarians.

Of the law students consulting staff, 62 percent did so sometimes, 9 percent never and 12 percent often. However, only 58 percent were very satisfied with the help while 41 percent were only sometimes satisfied. A few comments recorded were: negative attitudes; always curt; less talking on phone. A number of law students indicated that they did not consult reference librarians because they didn't need to.

Sixty-eight percent of the non-law students sometimes consulted the staff and 76 percent found them typically helpful.

Summary

While the highest percentage of respondents to the survey was law students, followed by private attorneys, it should be recognized that certain factors may have affected this return. One obvious factor is the period of time during which the survey was conducted. It was just prior to the close of the spring term in local law schools when the due date for papers, moot court briefs and exams was imminent. This may account in part for the high number of students. Another factor may be that students probably use the Law Library in greater numbers than other categories of users at night and on weekends. Students, also, may have been more inclined to return the completed questionnaires than other users.

Since the Law Library of Congress is not primarily intended to serve law students, the responses of this category of user must be weighed in relation to the Law Library's primary mission - service to Congress and secondarily other branches of the government and then the public. However, all responses may reflect real or potential problems which may ultimately require attention in order to satisfactorily fulfill our primary and secondary missions.

Satisfaction with the Law Library's multiple services by all categories of users is generally quite good. Those areas in which a rather significant dissatisfaction existed included the hours of service, seating, the self-service photocopying facility and delivery of books to patrons. The availability of legal periodicals, either current or in bound form was almost universally recommended for inclusion in the Reading Room collection. Staff services were highly respected by a majority of the respondents although some weaknesses in dealing with readers was indicated.

Although the results of this survey were not unexpected or startling, it is hoped that this factual analysis and others which can be developed from the available data will provide a sound basis for planning and continued improvement in the Law Library's service to readers.

INTERLIBRARY LOAN:
SURVEY OF BORROWERS AND ANALYSIS OF REQUESTS

Prepared for the Task Force,
User Survey Subcommittee
by
Melissa D. Trevvett
7/14/76

IR004500

TABLE OF CONTENTS

Page

Report
  Survey of Libraries. 1
  Analysis of Requests 8

Description of Study 11

Appendix 1 - Questionnaire with Summary of Responses

Appendix 2 - Tables
  Table I. Success in Filling Request by Type of Library
  Table II. Subject of Request by Type of Library
  Table III. Language of Publication of Requests: Academic Libraries v. the Library of Congress
  Table IV. Place of Publication of Requested Material: Academic Libraries v. the Library of Congress
  Table V. Distribution of Requests by Date of Publication
  Table VI. Publication Dates of Requested Material by Type of Library
  Table VII. Date of Publication by Success in Filling Request
  Table VIII. Reason for Failure to Fill Request by Type of Library

In order to look thoroughly at non-local interlibrary loan, we chose a two-fold approach.* Questionnaires were sent to a randomly selected sample of borrowing libraries to find out whether they were satisfied with the Library of Congress interlibrary loan services. The questionnaire also tested response to contemplated policy changes and touched on several general interlibrary loan problem areas. Simultaneously, an analysis of a random sample of the 1975 interlibrary loan requests was undertaken in order to provide information about the characteristics of the material requested, the success rate in filling requests, and the time involved in various stages of the interlibrary loan process. Taking the data from the requests rather than asking such questions on the questionnaire had two advantages: 1) the information was more accurate and 2) the elimination of such questions shortened the questionnaire, thus increasing the probability of response. In all, a total of 511 questionnaires were returned out of the 803 mailed, a response rate of 64%.

The following discussion of the questionnaires focuses on four major areas of emphasis: policies, services, time element, and postal service. Data from the interlibrary loan requests study will be introduced wherever pertinent. The full treatment of the results of the interlibrary loan requests analysis will follow the questionnaire discussion.

SURVEY OF LIBRARIES

POLICIES

The two policy areas judged most in need of re-examination were those which determined 1) who was eligible to borrow from LC, and 2) what was available for lending.

As Library of Congress policy now reads, loans are made for the "use of investigators engaged in serious research." This is interpreted to mean advanced research leading to publication. When asked whether this restriction should remain the same (Question 1), 323 (64%) responded that it should.** One hundred seventy-eight libraries (35%) felt that our policy should be less restrictive, and a negligible number felt it should be more restrictive.

Since the effect of current policy favors borrowing by academic libraries for faculty (and graduate students if LC is the only location) and often denies the privilege (or right) of borrowing to public libraries for its patrons, it is useful to look at the answers to this question by library type. As one might expect, the majority of questionnaires from academic libraries (70%) wanted the policy to remain the same. Among the other 30%, who wanted the policy liberalized, the strongest recommendation was for dropping the publication requirement. Many also mentioned that graduate students should be allowed to borrow, as should undergraduates, if the need is serious. Public libraries, however, presented a different picture. By an over 2 to 1 margin they wanted the policy liberalized. In their comments, they stressed that serious research did not always lead to publication, and they recommended that serious informational needs be considered on the same level with serious research.

---

* An explanation of the survey design appears on p. 11

**Throughout this paper, percentages, unless otherwise specified, are based on the total number answering the question.

Another question (Question 2) investigated which LC restrictions on material and borrowers created the most problems for borrowing libraries in trying to satisfy their patrons' needs. Thirteen percent responded that none of the restrictions were a problem. The categories of restrictions selected by libraries* as the greatest problems--all were about equal--were LC's refusal to lend to students, either graduate or undergraduate, the restrictions on lending books in print and periodicals, and the designation of certain classes of material--genealogy, heraldry, and U.S. local and state history--as non-circulating. When libraries were asked to name the greatest single problem with the current interlibrary loan service at LC, restrictions on lending of certain types of materials and to certain classes of requestors was the second most frequently named problem, mentioned by 22% of those naming problems.

SERVICES

Service provided by the Loan Division is of two kinds: bibliographical verification, if this has not been done or could not be done by the requesting library, and retrieval of the material, then lending it if it is eligible for loan.

In order to determine the degree of satisfaction with the Division's identification of material, libraries were asked how successful they felt the Division was at this (Question 8). Although almost 60% found the Loan Division service often or almost always successful, nearly 130 libraries, about one quarter of those responding, did not answer this question. As many of them explained, they did not see this as a service the Loan Division should perform and they did not send anything to the Loan Division which they could not verify bibliographically, that is, cite as having been identified in some source. The analysis of the interlibrary loan request forms supported this, in so far as a very high percentage of the requests were verified bibliographically by the requesting library--80%, in fact.

The obligation to verify the item requested is not felt equally by the different types of libraries borrowing from the Library of Congress. For example, while 92% of the requests from academic libraries and 85% of those from public libraries were verified, special libraries verified only

---

*Respondents could check more than one category unless they checked the category "None..."

50% of their items requested, and federal libraries did only 44%.

When asked about their satisfaction with the number of books that they received through interlibrary loan (Question 9), most libraries (62%) responded that the number of books they received met their expectations; 25% responded that they received more than they expected; 13% were dissatisfied with the number of books received. In the remarks section, where libraries were asked to name the single most important problem with interlibrary loan lending at LC, the problem with NOS's was the third most often mentioned problem (8% of those mentioning problems).

The study of the interlibrary loan requests showed that the Library of Congress filled 54% of the requests it received. There were three major reasons which accounted for the failure to fill a request: material that was non-circulating (35%), material that was non-owned (24%), and material not on the shelf or in use (32%).

As part of the analysis of ILL requests, we looked at whether the LC interlibrary loan service gave better service to one type of library than to another, that is, filled a greater percentage of requests from one type of library than from another. A cross tabulation of the number of filled requests by the type of library showed that all types of libraries were about equally successful in obtaining loans. (See Table I.)

Several questionnaires mentioned a problem with obtaining Slavic materials. Since this was the only kind of material singled out as being a special problem because of the Division's inability to identify items at times and because many owned items are NOS, we decided to investigate the success rate in filling requests for Slavic materials as part of the ILL request analysis. Actually, Slavic material requests were more likely than average to be filled. 64% of the Slavic requests were filled in comparison to the 54% overall fill rate.

In addition to testing user satisfaction with current services, we were interested in looking at future possibilities for making the borrowing process both easier and quicker for the user. With this in mind several questions were asked to find out whether users were interested in having the National Union Catalog Reference Service forward requests to Loan Division or to other libraries, as appropriate.

As the situation currently stands, the prospective borrower writes the National Union Catalog Reference Service requesting location for items. NUCRU's response, be it LC only as a location, or one other holding library, or many libraries, is then returned to the requester. Clearly, the possibility exists that NUCRU could act in a message-switching capacity, at least within the Library itself. Since there were three basic courses of action that NUCRU could take, each possibility was tested (Questions 13, 14 and 15).

Users were overwhelmingly interested in having the NUC Reference Service transfer the request to Loan Division if LC were the only location. Strong majorities (over 70%) also favored having NUC Reference Service forward requests in the other two cases--to the only other library holding the item, or if several libraries hold the item, to the library nearest the requesting library. Both those who favored the forwarding and those opposed to it added pertinent comments. Most often mentioned was the request to be notified in event of any forwarding. Some wanted to retain an option on whether to have NUCRU transfer a request, particularly since several libraries now charge for interlibrary loan. One Canadian response pointed out that the National Library of Canada already performs such message-switching for Canadian libraries.

A look at the results to the questions about forwarding to libraries other than LC by the volume of borrowing that a library does with LC shows that forwarding is much more attractive to small volume borrowers than to large volume borrowers.

Should NUC Reference Service Forward to

Borrowers by vol.	Only Other Holding Library		Nearest Holding Library	
	Yes	No	Yes	No
Small 1-20 requests	257	45	240	62
Medium 20-90	91	40	81	49
Large over 90	29	22	25	25

Another area of contemplated change is in the way the Library fills interlibrary loan requests for pamphlet materials. These items are among the most likely to be lost in the mail and the most difficult to replace. As one means of coping with this problem, the Loan Division is considering photocopying such material, charging a minimal fee (between 10¢ and 25¢) and sending the xerox copy in lieu of loan of the actual item. Libraries were asked whether they would favor such an automatic substitution at the rate of 25¢ per page for any item having under 24 pages (Question 19). Response was very favorable, with 72% in favor, 19% neutral, and only 8% opposed.

TIME

Since a major aspect of interlibrary loan is simply the time involved, relatively a large part of the questionnaire was concerned with this time element. A question asking how long it took libraries to receive an item from the time at which they submitted the request showed that 60% fell within the 2-4 weeks range; the second largest group (26%) fell within the 4-8 weeks range. Users receiving their items within the 2-4 weeks period were decidedly better satisfied than those who waited longer, as the following table shows.

From mailing date, average time for receipt of item	Sufficiently Fast Yes	No
1-2 weeks	45	1
2-4 weeks	182	101
4-8 weeks	29	96
longer than 8 weeks	4	16

Users expected a faster response, however, on items that were unavailable for loan. (See table below.) Some libraries received notices of unavailability in less time than was normally required to receive books. Thus, for example, 26% usually received these notices within 2 weeks, whereas only 9% received books within this time period. However, the majority of libraries (60%) received such notices in the 2-4 week period, the same amount of time required for most libraries to receive their books. Since most felt that unavailability notices should come faster than books, over 57% were dissatisfied with the speed of response.

From mailing date, average time for receipt of unavailability notice	Sufficiently Fast Yes	No
1-2 weeks	96	19
2-4 weeks	96	185
4-8 weeks	6	63
longer than 8 weeks	1	4

(Data for the discussion and the two tables above come from Questions 3 and 4.)

Questions concerning the user's satisfaction with teletype service showed that on the whole libraries did not feel that using it speeded up service (Questions 6 and 7). Fifty-six percent and fifty-seven percent respectively reported that teletype speeded up neither the receipt of the item nor the response about its unavailability. Thus, the majority felt that the time saved in getting the request to the division (nearly 2 1/2 days on the average, according to the analysis of ILL requests) was lost at some other point. When asked whether they would use the teletype more if one were in the Loan Division, thus saving at least 24 hours (perhaps more if a TWX collect return were made), most of the borrowers evidently felt this savings was not sufficient because 60% of them said they would not use it more than they currently did. It is important to note that there were many libraries not responding at all to the question of whether they would use the teletype more.

Many such libraries added the note that they had no access to teletype. This means that the "No" responses are greater than the percentage shows. Thus, only 25% of all the libraries in the survey, as opposed to 40% of those answering the question, said that they would use the teletype more.

The time element was also looked at in the analysis of request slips. From the request slips we could gain information about the length of time from the date on which the borrowing library completed the request until the request was received by LC and the length of time required by LC to fill the request.

The analysis shows that a request sent by mail from a library within the continental U.S. took 5 days on the average to reach the Loan Division, requests from Canada and Hawaii took an average of 6 1/2, those from Europe an average of 11, and those from Africa and Asia an average of 9 1/2.* Requests sent via teletype from within the U.S. took an average of 2 1/2 days.

The analysis of time the Library took to fill a request showed the following results:

Filled by	Average No. of Days**
Loan Division (i.e. from general collections)	5.9
Music Division	27.4
Manuscript Division	14.4
Orientalia	8.9
Serial Division	9.3
Law Library	12.1
Microforms	15.5
Microforms--Items in remote storage	17.0

The length of time involved in receiving either the item or the response seemed to be the most overwhelming problem with interlibrary loan according to the survey. When respondents were asked to name the single greatest problem with the current interlibrary loan service at LC, the most frequent response (mentioned by 211 or 66% of those naming problems) was the long time involved in interlibrary loan. A few (26) mentioned particularly the slowness in handling requests within the Library, but the rest referred to the whole process.

---

* Some European libraries sent all their requests air mail; other used surface mail. Because of this, the average for Europe was higher than that for Africa and Asia.

** The actual average time is shorter than this because the figures include December cases which are special. In December every request coming in after December 11 which is filled is held until December 28 before mailing. Therefore, only that projected mailing date appears on the ILL form.

Because the ILL requests themselves contain only three pieces (or two if the request was not filled) of data concerning time, this study can only account for part of the time involved in the interlibrary loan process. Additional time may well elapse between the date written on the ILL request by the requesting library and the date on which the request is actually mailed. (Requests submitted via teletype are, of course, accurate in this regard.) Likewise, the fill date marked by LC may be slightly earlier than the date on which the book is charged out, and earlier still than the date on which the item is mailed. To pinpoint the time involved in various stages of the entire interlibrary loan process would require an additional study--one, perhaps, including receiving libraries, so that exact times for receipt could also be traced.

POSTAL SERVICE

In view of the integral role mail service plays in ILL, we were interested in finding out about our borrowers' experiences with the mail service and their opinions on any alternative to it (Questions 17, 18, 20 and 21). Although we expected a fair amount of negative response concerning postal handling, the problem appeared relatively slight from the questionnaires. Around 30% had experienced some loss or damage of packages in the mail, but the majority (about 70%) had experienced none at all. When asked whether they would favor and be willing to support on their end an upgrading of postal service for shipping books over 70% responded yes. It was not clear, however, how much of this was wishful thinking, since many of the respondents also mentioned they did not want any increase in costs to accompany this faster service.

ANALYSIS OF INTERLIBRARY LOAN REQUESTS

The analysis of the interlibrary loan requests not only furnishes an accurate picture of current interlibrary lending by the Library of Congress, but also provides information which can be used in a predictive way in order to estimate the possible effects of contemplated policy changes.

Much of the information obtained from this analysis has been mentioned in the discussion of the questionnaires. The remaining important results of the study are summarized in the paragraphs below.

ORIGIN OF REQUESTS

Academic and research libraries accounted for 63% of the sample; federal libraries, 10%; other government libraries, 1%; special libraries, 5%; public libraries, 4%; and foreign libraries, 18%.

CHARACTERISTICS OF REQUESTS

Subject: The largest group of requests came for material in the humanities (43%). The second most requested subject field was the social sciences (23%), then science (19%), followed by "other"* (13%). A cross tabulation of the subject field of requests by the type of library showed that there was a significant correlation. (See Table II.) In particular, academic libraries and foreign libraries (most of which were academic) requested proportionately more humanities materials than one would expect on the basis of the marginal distributions. On the other hand, federal libraries were proportionately higher in science requests, while academic libraries were lower.

Language: Materials in English were the most frequently requested; 64% of the requests were for materials in this language. The distribution of requested material by all languages was essentially the same as that for the sample of academic libraries that Sarah Thomson reported on in her study, Interlibrary Loan Involving Academic Libraries. Only Russian was noticeably different; the Library of Congress received a greater percentage (8%) of requests for Russian materials than did academic libraries (3%). Tables III and IV compare Library of Congress ILL requests with academic library requests with regard to language and place of publication.

Place of Publication: As one would expect, the distribution of places of publication was similar to the language distribution. In this respect also, the Library of Congress was like academic libraries. In our survey, 59% of the requested materials were published in the U.S. or Great Britain. Six percent of the material requested was published in France, 8% in Germany, and 8% in the U.S.S.R.

---

*"Other" consists of LC classes A and G, as well as newspapers, manuscripts, music, and law.

Date of Publication: The Library loaned predominantly newer materials. Material published prior to 1900 accounted for only 17% of requests; material published between 1900 and 1949, 38%; and material published between 1950 and 1975, 45%. A more detailed breakdown appears in Table V and a cross tabulation by type of library is presented in Table VI.

The amount of recent material borrowed was partially a reflection of the different regulations governing interlibrary loan for federal libraries as opposed to other types of libraries. Federal libraries alone are allowed to borrow in-print items; therefore, these libraries accounted for over 20% of the requests for material published since 1950.

RESPONSE BY THE LIBRARY OF CONGRESS TO THE REQUESTS

Earlier, the report mentioned that the success rate of the Library in filling requests was 54%, and that the different types of libraries were about equally successful in borrowing. Also given above were reasons for failure to fill the other 46% of the requests. They were:

Non-circulating	35%*	
Not owned	24%	
In use or NOS	32%	(30% - NOS)
Other	9%	

More can be learned about the Library's success in fulfilling interlibrary loan demands by looking at the requests in more detail. A cross tabulation by subject showed that the Library was most successful in satisfying requests for material in the humanities, where it had a fill rate of 60%. Both science and social science requests were filled at a rate of just under 50%. Materials in the "other" category were filled slightly over 52% of the time.

A breakdown by date of publication showed a significant correlation between the publication date of the material and LC's success in filling the request. In view of the rule regarding books in print, which affects most libraries, one would naturally have expected a decline in the fill rate for recent materials. Such was the case, as Table VII shows; the decline began with the post-1970 materials.

A look at the other side of the picture--just the requests which the Library cannot fill--provides information on which types of libraries were most affected by acquisitions and loan policies. Table VIII shows a significant correlation between the type of library requesting material and the reason the request was not filled. In particular, material requested by foreign libraries was less often owned than material requested by academic libraries in the U.S. Non-circulating restrictions tended to affect libraries proportionately to their borrowing. The exception to this was federal libraries, which would be, of course, less affected because they borrow in-print material. The non-on-the-shelf problem also affected libraries proportionately to their borrowing.

---

*Non-circulating included the following categories: rare, poor condition, local history and genealogy, periodicals, oversize, in print, and others.

The above report on the survey of borrowers and the analysis of requests gives a broad outline of the characteristics of interlibrary loan at the Library of Congress and points out some of the problems. This study can serve as a starting point for a more analytical approach to the entire interlibrary loan process, in turn generating needed in-depth studies. Already, the study has had a beneficial side effect, as respondents have pointed out. The very process of surveying borrowing libraries has communicated to them the Library's interest in serving them well.

DESCRIPTION OF INTERLIBRARY LOAN SURVEY AND ANALYSIS

The study consisted of two parts:

1. Survey of interlibrary loan borrowers

A sample of 803 libraries was selected randomly from the universe of libraries which had requested items during 1975. (1975 rather than 1976 was chosen to work with because the file was a dead one.) The sample was designed so that the probability of selection would be proportional to the number of requests that a library had made. Using a random number table, quarter-inch segments of the file were selected. Within each chosen segment, a questionnaire was sent to each library that had requested an item from LC. Added to the returned questionnaires were summary statistics on that library's borrowing: the total number of requests it had submitted, the number of these it had sent by teletype, and the number of requests LC had filled.

The initial mailing of 803 questionnaires during the last week in April and the first week in May was followed by a postcard combination thank-you and reminder at the end of May. The rate of response was 64%.

The sample has an estimated maximum error rate of 3%, ± .02. We are confident that 95% of the time the results described above (pp. 1-7) would occur.

2. Analysis of interlibrary loan requests

From each segment of the file selected for the survey described in 1, five request slips were randomly selected, giving a total of 1114 requests. These ILL requests were then coded to show requesting library, type of library, subject matter, date of publication and language of the item requested, whether the request was filled, if it was not filled, why it was not filled, the number of days taken by the request to reach LC and the number of days taken by LC to fill the request.

The sample has an estimated maximum error rate of 3%, ± .015. We are confident that 99% of the time the results described above (pp. 8-10) would occur.

LOAN SERVICE TO LOCAL
FEDERAL GOVERNMENT LIBRARIES

Prepared for the Task Force,
User Survey Subcommittee
by
Howard S. Walker
7/6/76

IR004500

RESULTS OF QUESTIONNAIRE TO LOCAL FEDERAL GOVERNMENT LIBRARIES

The user questionnaire was submitted to 176 local Federal library borrowers, and 155 (88%) were returned. One of these (the American Battle Monuments Commission) was not tabulated, as the organization has not borrowed from the Library of Congress for years and did not reply to most of the questions. Therefore, only 154 respondents are tabulated.

The first series of questions dealt with the volume of requests submitted to the Library of Congress and to other libraries. The replies show that up to ten items per month are sought from the Library of Congress by 45 of the libraries (29% of the respondents), between 10 and 50 items by 75 (49%), 50 to 100 items by 20 (13%), 100 to 200 by 7 (5%), and over 200 items per month by another 7 (5%). No correlation was made between a library's size and the volume of its borrowing.

The comparative amount of a library's total interlibrary loan requests made to the Library of Congress and to other Federal libraries covers the total range of percentages. From LC: up to 15% of needs - 43 libraries, 15-30% - 27, 30-50% - 34, 50-75% - 37, and over 75% - 13. From other Federal libraries: up to 15% of needs - 26 libraries, 15-30% - 20, and over 75% - 26. Other Federal libraries most frequently used by the respondents totalled 70, and those listed most often were:

National Library of Medicine	(36 times)
Army Library	(28)
Office of Management & Budget Library	(21)
Treasury Library	(12)
Commerce Library	(12)
National Agriculture Library	(11)
Naval Research Laboratory Library	(11)
Civil Service Commission Library	(10)

Borrowing from non-Federal libraries, apparently, is negligible. Of the 150 respondents to this question, 105 (70%) do from zero to 15% of their total borrowing in this area, and 35 (23%) are in the 15 to 30% range. Some 75 libraries were listed here, and those most often cited are:

D. C. Public Library	(23)
various GWU Libraries	(20)
Brookings Institution	(19)
University of Maryland	(12)
Applied Physics Laboratory	(10)
various Howard University Libraries	(9)
various CU Libraries	(7)

Regarding the Library of Congress restrictions on the lending of certain kinds of material, only 30 respondents (18%) indicated difficulty in satisfying patrons' needs because of some of them, as follows: reference items (12), bound newspapers (8), and local history (7), plus the following items not on the questionnaire but inserted by respondents: rare (1), certain restricted newspapers on microfilm (1), and "items held in Science Reading Room" (1). Two other libraries here entered these complaints: "question need of restrictions themselves" and "not being able to borrow for patrons' personal use."

Adequacy of the present loan period of two weeks, subject to one renewal for a like period upon request, was affirmed by 98 libraries (64%), while 55 disagreed. One reported an unawareness of the limit. Those finding it inadequate suggested these alternatives: one month (35), three weeks (14), five weeks (1), and two or four weeks use (1). A variety of loan period - renewal option combinations are sought, and there were four recommendations for no renewals, obviously to eliminate the extra paperwork. Other suggestions were: "longer", "until requested by another agency", and "some exceptions would be nice". One library added this pessimistic observation: "Of course, some folks feel no obligation to return anything".

The Library of Congress policy of lending to Federal agencies only for official research was unknown to 13% of the respondents. Of the 141 (92%) who are aware of it, 25 (18% of that group) find its enforcement to be a problem. Asked if LC could make it easier for the borrowing library to enforce the policy, 30 said "no", four were unsure, two feel the presently-used form statement is sufficient, one is open to suggestions, while one says LC refusal is enough. A statement of the policy is requested by 19 libraries, either on the circulation card or item, or in a form that can be posted or otherwise made available to patrons. One library requested that it be made clear to patrons who come directly to LC before they are directed to work through their agency library. Three said it was a limited problem that should be enforced by the borrowing library. While two recommended that LC refuse to lend without reasonable justification. Disagreement with the policy was expressed on four questionnaires.

How do borrowing libraries receive material from LC? -- 51 by stop mail, 56 by agency messenger or patron, 45 by a combination of stop mail and messenger, and 2 by other means. Most libraries appear to be satisfied with present arrangements, but four would prefer regular mail service, while parcel post or insured mail, an interagency messenger service to include all agencies, and LC delivery each received one vote. Average material delivery time by stop mail, from the date borrowing library mails a request, is tabulated as follows: 20% within one week, 62% between one and two weeks, and 17% over two weeks.

The delivery speed of materials by stop mail was reported as unsatisfactory to 31% of the respondents, their condition upon arrival to 15%. These problems were tabulated as follows: too slow (31), poor wrapping (16), and poor or inadequate addressing (3), plus other comments.

Several questions involved verification. Those libraries unable to check an item with their own tools list the following sources to verify before submitting the request to the Loan Division: other libraries or institutions (51), LC divisions other than the Loan Division (17), the OCLC data base (9), the LC card catalog (8), and several other resources in lesser numbers. Those that routinely attempt to verify LC ownership of an item before submitting a request name the following sources of verification: NUC (45), ULS (41), NST (27), LC Telephone Inquiry Unit (20), OCLC (12), LC Serial Record Division (7), LC card catalog (5), other LC divisions (3), and several other resources. One respondent indicated such verification by guess.

PROBLEMS

Question 28 asked: "What do you see at the greatest problem with interlibrary loan service as it currently operates at the Library of Congress?" No reply was given by 31, 26 said there were no problems, while four offered only complimentary remarks here and another cited the "enormous volume of loans". Those not recording problems constituted 40% of the respondents. The remainder listed 111 areas of concern that are summarized as follows: By far the greatest number (41, or 37% of the complaints) show the element of speed as the principal difficulty. For 18 it was the general problem of time, while others were more specific as to the area of time lag: mail requests (11), getting negative replies (6), notification of material ready for pick-up (2), delay in unbound serial response (2), emergency telephone orders (1), and "no response to some requests" (1).

The unavailability of some material is seen as a real hindrance to 36 respondents, or 32% of the complaints: too many "not on shelf" (23), reason for unavailability unclear -- i.e., whether "lost", "charged out", etc. (8), overcrowded stacks or poor stack service (3), lack of a reserve policy for unavailable items (1), and the inability to borrow some reference volumes (1).

Charge-out and discharge problems were cited by 18 (16% of the complaints): discharging conflicts (10), charging errors (4), poor addressing (2), and poor wrapping (2).

Three respondents zeroed in on matters pertaining to the emergency telephone service: lack of messenger to pick up material, inadequate parking for messengers, and a misunderstanding as to a limit on such requests, which is non-existent as long as the need is reasonable and urgent.

Two complaints covered serials items: "not current" and a "lack of index of LC serial titles". Two more suggested LC provide photocopies in lieu of lending or self-service photocopying.

The remaining problems (one citation each) are: loan period, lending for official research only, policies as to who can borrow, restrictions on lending certain classes of books, lack of information on what is available and how it can be obtained, no stop-mail service available to agency, check-out procedures in current periodical reading room and "Photoduplication Service extremely slow in sending requested material." One more difficulty, though, reflects a problem afflicting all interlibrary loan librarians: "my patrons' citations!".

SUGGESTIONS FOR IMPROVEMENT

The last question called for suggestions for improving interlibrary loan service. Many respondents left this spot blank, while 28 said "no". A generous 21 volunteered heart-warming statements of praise, and we cannot resist quoting one: "You already do such a fantastic job. I can't see much room for improvement....We love you!" However, we weren't seeking compliments, but the "nitty-gritty" basis for improvements. In tabulating these into related areas of concern, no one of the 68 suggestions was overwhelming. Each is summarized herewith: Packaging, addressing, charging, and discharging problems received the most attention (16), with the greatest emphasis on the latter (6). It is anticipated that the addressing, charging, and discharging matters will be materially improved after the Division initiates a completely redesigned automated charge records system in January 1977, and possible improvements in packaging also are being explored.

Faster service suggestions were made by 12 respondents, and three of these noted the importance of getting negative replies soon and two urged more rapid emergency telephone service.

Non-availability of requested material, the "not on shelf" variety, was city by 14 for improvement (give specific reason for "N.O.S.", such as "charged out", "lost", etc.; too many shelving problems, need for more careful search, and the request for a reserve or waiting list service).

Other concerns expressed, with the total of each in parentheses: full statement of policies and procedures (4), Telephone Inquiry Unit should supply call number in verification check (4), provide Xerox service in lieu of loan (3) (a pilot project in this area is being developed now), option of having material requested by telephone mailed (2), lack of agency messengers for pick-up (2), and longer loan period (2), with one of these suggesting the elimination of renewal requests to cut down on paperwork. Also, one comment was expressed on each of the following: increased emergency telephone service, provide LC delivery, allow personal use, patrons coming to LC should be referred to their own library, conflicts on lending policy between Loan and custodial divisions, access to SCORPIO, stack pass problems, standard request form, and inadequate parking at LC.

Other questions not previously covered in this report are briefly tabulated here:

Have a good understanding of LC policies on lending? (Question #5)
Yes - 138 (90%) No - 12 No Reply - 3
Plus one who said: "I thought so, until I read this questionnaire."

Use guidelines or code in preparing requests for submission? (Question #6)
Yes - 135 (88%) No - 15 No Reply - 4
If so, what? In-house guidelines - 50
Federal Libraries ILL code - 69
Thomson's ILL Proc. Manual - 24
Other - 6

Want LC to issue up-to-date guidelines? (Question #7)
Yes - 128 (83%) No - 25 No Reply - 1

Aware LC had special study facilities for long-term projects? (Question #10)
Yes - 77 No - 77
If yes, have you used?
Yes - 35 No - 42

From date request is mailed, how long (usually) for unavailable report? (Question #18)
Within 4 days - 5 (4%) Within 1 week - 29 (22%)
1 to 2 weeks - 68 (52%) Over 2 weeks - 30 (23%)
No Reply - 18 (plus other comments not included in above tabulation)

What % of requests by telephone? (Question #9)
None - 34 (22%) Under 25% - 67 (44%)
25-50% - 14 (9%) 50-75% - 12 (8%)
Over 75% - 25 (16%), plus, 2 didn't know of phone service

On telephone requests, usual time for reply? (Question #20)
Less than 4 work hours - 29 (25%) Between 4 & 8 - 66 (57%)
Between 8 & 16 - 18 (16%) More than 16 - 2 (2%)
No Reply - 3

How do you rate telephone service? (Question #21)
Poor - 0 Fair - 5 (4%) Adequate - 12 (10%)
Good - 47 (40%) Excellent - 53 (45%) No Reply -1

NOTE: The only cross-tabulation of the questions on telephone service that affords additional insight is in the two preceding questions, #20 and #21. It shows that those libraries which must wait over 16 hours for response are less likely to rate the service high, or, said another way, the more time the process took, the lower the rating given to the service. Most people seemed pleased with response in 4 to 8 hours.

Do you verify bibliographically prior to submission of request (mail or phone? (Question #22)
Yes - 130 (87%) No - 20 (13%) Does own assembly - 3
No Reply - 1

What % can you verify with own tools? (Question #23)
0-25% - 17 (11%) 25-50% - 18 (12%)
50-75% - 31 (21%) Over 75% - 83 (56%)
No Reply - 5

If can't verify with own tools, do you seek outside help before requesting of Loan Division? (Question #24)
Always - 18 (12%) Usually - 31 (21%)
Sometimes - 23 (16%) Occasionally - 32 (22%)
Never - 42 (29%) No applicable - 6
No Reply - 2

How successful is LC in identifying unverified items? (Question #25)
Rarely - 1 (.7%)   Sometimes - 21 (15%)
Often - 45 (33%)   Almost always - 70 (51%)
Not Certain - 2   No Reply - 15

Do you try to verify LC holds before submitting a request? (Question #26)
Yes - 83 (55%)   No - 68 (45%)
Assembles own material - 2   No Reply - 1

What % of books requested are owned by LC but unavailable when requested? (Question #27)
0-25% - 84 (57%)   25-50% - 47 (32%)
50-75% - 13 (9%)   Over 75% - 4 (3%)
"unknown" - 1   No Reply - 5

Most frequently requested publication dates (some gave multiple replies)? (Question #29)
Pre-1900- 7 (4%)   Between 1900-1950 - 19 (10%)
Between 1950-1970 - 94 (52%)   Since 1970 - 61 (34%)

What % of total requests published in English? (Question #30)
0-15% - 7 (5%)   15-30% - 2 (1%)
30-50% - 3 (2%)   50-75% - 21 (14%)
Over 75% - 120 (78%)   No Reply - 1

What % of total requests for monographs? (one multiple request) (Question #31)
0-15% - 41 (28%)   15-30% - 13 (9%)
30-50% - 26 (18%)   50-75% - 38 (26%)
Over 75% - 29 (20%)   "Unknown" - 1
No Reply - 7

What % of total requests for periodicals? (one multiple reply) (Question #32)
0-15% - 42 (28%)   15-30% - 43 (28%)
30-50% - 42 (28%)   50-75% - 19 (13%)
Over 75% - 6 (4%)   No Reply - 3

What % of total requests for microfilm? (Question #33)
0-15% - 145 (97%)   15-30% - 4 (3%)
No Reply - 5

Own a microfilm reader? (Question #34)
Yes - 116 (76%)   No - 36 (24%)
No Reply - 2

Own a microfiche reader? (Question #35)
Yes - 107 (71%)   No - 44 (29%)
No Reply - 3

Prepared by:
Howard S. Walker
7/6/76

The National Union Catalog
Reference Service:
Survey of Users

Union Catalog Reference Unit

July 1976

IR004520

TABLE OF CONTENTS

		Page
Introduction		i
Group I	City, County, and Regional	1
Group II	College	4
Group III	University	7
Group IV	State and Federal	10
Group V	Research and Other	13
Group VI	Bibliographic Centers	16
Summary and Conclusion		19
General Comments		20
Appendix I	Questionnaire	21
Appendix II	Total Sample Interlibrary Activity	22
Appendix III	Total Sample Requests Sent to UCRU	23
Appendix IV	Total Sample Response Time	24
Appendix V	Total Sample Quality of Service	25
Appendix VI	Sample Summary of Networks	26
Users Comments		27

INTRODUCTION

The National Union Catalog reference service provides locations for library materials and bibliographic information recorded in the NUC (published and unpublished) and in various auxiliary union catalogs, including Oriental and Slavic languages. Holdings recorded include North American and Canadian libraries.

The National Union Catalog Reference Unit conducted this study for evaluation of its service and to report its findings to the Task Force Committee through the Reader User Survey. Four hundred questionnaires (see appendix I) were mailed to institutions who on a continual basis use the NUC reference service. Questionnaires were completed and returned by 294 institutions for a response rate of 77%. The data was hand tabulated and statistical analysis covering a twelve month period was conducted by use of a calculator. For statistical analysis and comparisons the sample (182) was divided into groups. For sum totals and comparison of groups responding to Interlibrary Loan activity, NUC requests submitted, evaluation of response time and quality of information provided by NUC Reference Service see appendices II, III, IV, and V.

For sample summary of Networks see appendix VI. For general comments concerning NUC reference see appendix VII. The sample for this report was selected from the libraries who most fully completed the questionnaire and represent the following groups:

SAMPLE SELECTION BY GROUP

Group	Library	Number
I	City	12
	County	6
	Regional	2
II	College	25
III	University	100
IV	State	3
	Federal	3
V	Research	
	Other	12
VI	Bibliographic Centers	
	State	5
	Regional Inter-state	5
	Regional Intra-state	5
	Total sample	182

Each group was analyzed according to the folling outline:

I. Local Resources.

   a. Number of titles in bibliographic reference collections.

   b. Number of professional employees handling requests to NUC.

   c. Number of clerical employees handling requests.

   d. Number having access to State union catalog.

   e. Number having access to regional union catalog.

   f. Number having access to State or regional union catalog of periodicals.

II. Interlibrary Loan Activity

   a. Number of requests received from material unavailable at institution (12 mo. period).

   b. Percent filled by using NUC, RAL, NST, USL.

   c. Percent filled by using Mansell.

III. Network Communications.

   a. Number belonging to ILL network.

   b. Number having teletype facility.

   c. Number institutions employing computers.

   d. Number having direct on-line.

   e. Number who plan to join network.

IV. Requests to NUC.

   a. Number of requests submitted.

   b. Percent requests locations found.

V. Quality of NUC service.

   a. Overall, response time.
      1. Number prompt.
      2. " usually prompt.
      3. " acceptable.
      4. " sometimes slow.
      5. " always slow.

b. Quality.
   1. Number very good.
   2. " usually very good.
   3. " acceptable.
   4. " sometimes inadequate.
   5. " unacceptable.

VI. Weekly List of Unlocated Research Books.

   a. Number who use service.

   b. Number of items asked to be circularized.

   c. Percent titles located through service.

VII. The NUC: Reference and Related Services.

   a. Number who have manual.

   b. " who say it is clear and useful.

   c. " copies mailed to those not having it.

VIII. Comments.

   a. Typical.

   b. Positive.

   c. Negative.

GROUP I CITY, COUNTY, AND REGIONAL

The sample of 20 for this group was selected from 27 city, county, and regional libraries who responded to the questionnaire.

Local Resources

Of the 20 libraries representing this group the highest number of titles in their bibliographic reference collection is 8,000 and the lowest is 100. Most commonly mentioned number of titles was 2,000. Most libraries employ one or two professional employees to handle or supervise requests to NUC reference service and the same number of clerical employees process the requests.

Eleven (55%) of the libraries have access to a State union catalog. Eight (40%) have access to a regional union catalog and 18(90%) have access to a State or regional union catalog of periodicals.

Interlibrary Loan Activities

The total number of requests received by these libraries for materials unavailable at their institutions for a 12 month period was 148,414. The highest number received by a single library was 34, 042 and the lowest was 200. Forty percent of the locations were found by using the National Union Catalog, Register of Additional Locations, New Serial Titles and the Union List of Serials. Approximately 15 percent were filled using the National Union Catalog Pre-56 Imprints.

Network Communications

All 20 libraries belong to an organized bibliographic and/or Interlibrary network. Eighteen utilize teletype facilities, six employ computers or computer technology in their operations, and three have direct on-line access to a data base at the network center. One of the libraries plans to join a network in the near future.

Requests to NUC Reference

These libraries submitted 1,459 requests during a 12 month period to NUC. NUC reference supplied locations for 90% of the requests submitted for locations. Seventy-two percent of the requests were submitted by mail, 23% were submitted TWX, and 5% were transmitted by telephone. Approximately 33% of the requests submitted were not verified in a standard source.

Quality of NUC Reference Service

In response to the question concerning overall response time for requests, the results are indicated below:

		Response Time
5	18.6%	prompt
10	37%	usually prompt
9	33.3%	acceptable
2	7.4%	sometimes slow
1	3.7%	always slow
27		total libraries responding to questionnaire

Most of the libraries considered our services to be "usually prompt" or "acceptable." "Prompt" ranked third, followed by "sometimes slow" and "always slow."

The quality of information and locations provided were evaluated as follows:

		Quality Rating
10	37%	very good
14	51%	usually very good
3	11%	acceptable
--		sometimes inadequate
--		unacceptable
27		total libraries responding to questionnaire

Weekly List

None of the 20 city, county and regional libraries make use of this service.

The National Union Catalog: Reference and Related Services

Twenty of the respondees indicated they had copies of the manual and find it clear and useful. Copies of the manual were mailed to the seven libraries who reported not having it.

GROUP II COLLEGE

The second group is composed of 25 college libraries selected from the 54 responding to the questionnaire.

Local Resources

The largest bibliographic reference collection reported for a single library was 9,000 and the smallest number was 50.

Most college libraries employ one professional to handle and supervise requests to NUC reference and one clerical to process requests. Six of the 54 college libraries employ two professionals and one employs three clerical for this task.

Eleven libraries have access to a State union catalog, regional union catalog, and State or regional union catalog of periodicals in card or book form.

Interlibrary Loan Activities

The total number or requests received by these college libraries for materials unavailable at their institutions for a 12 month period was 33,348. The highest number received by a single library was 3,567 and the lowest was 100. Thirty-four percent of the locations were found by using the National Union Catalog, Register of Additional Locations, New Serial Titles and the Union List of Serials. Approximately 10.2% were filled using the National Union Catalog Pre-56 Imprints.

Network Communications

Fifteen of the 25 college libraries indicated belonging to an organized bibliographic and/or ILL network. Seven employ teletype facilities for communicating. Eight employ computers or computer technology in their operations and six have direct on-line access to a data base at the network center. Two libraries plan to join a network in the near future.

Requests to NUC Reference

These twenty-five libraries report submitting 1,480 requests to NUC for locations. They also report NUC filling 81.4% of these requests.

Quality of NUC Reference

In answer to the question concerning overall response time for supplying locations responses are listed below:

		Response Time
3	13%	prompt
11	48%	usually prompt
6	26%	acceptable
3	13%	sometimes slow
--		always slow
23*		total libraries responding

* Two libraries did not respond to this item.

Of these institutions 87% indicated response time to be acceptable or better.

The quality of information and locations provided was evaluated as follows:

		Quality Rating
10	47.7%	very good
9	42.8%	usually very good
--		acceptable
2	9.5%	sometimes inadequate
--		unacceptable
21*		total libraries responding

* Four libraries did not respond to this item.

Weekly List

Three of the college libraries reported requesting that unlocated items be circularized.

The National Union Catalog: Reference and Related Services

Ten college libraries reported having the manual and copies were mailed to those who did not have it.

GROUP III UNIVERSITY

The third group is of university libraries. Responses from this group totaled 181. The sample for this group is 100. They were selected as randomly as possible from a group most fully completing the questionnaire.

Local Resources

The largest number of holdings in a library reference collection represented in this group is 35,000 and the smallest number of titles held is 84. The average collection ranges from 3,000 to 5,000 titles.

Most libraries from this group employ one or two professional employees to handle or supervise requests to NUC. Four of the libraries employ three professionals to handle or supervise the same task. Clerical employees processing requests to NUC from these institutions usually number one or two and again employ up to four depending on the number of requests each library process.

Of these libraries 46 have access to a State union catalog, 37 have access to a regional union catalog, and 46 have access to a State or regional union catalog of periodicals in card or book form.

Interlibrary Loan Activities

According to the information received in the questionnaire, these 100 university libraries received 385,689 requests from their patrons for materials unavailable at their own institution.

Of these 385,689 requests they received from their patrons, 45.8% were filled by using the National Union Catalog, Register of Register of Additional Locations, New Serial Titles, and the Union List of Serials. They were able to fill 14% of the requests by using the National Union Catalog Pre-56 Imprints.

Network Communications

Ninety-six of the 100 university libraries in this group belong to an organized bibliographic and/or ILL network. Seventy have teletype facilities for communication and 30 employ computer technology in their operation, with 30 having on-line access to a data base at a network center. Ten university libraries plan to join a network in the near future.

Requests to NUC Reference

These libraries submitted 21,314 requests during a 12 month period to NUC. NUC reference supplied locations for 87% of the requests submitted for locations. Of these requests submitted for locations, 73.9% were submitted by mail, 21.6% by teletype, and 4.5% were submitted by telephone. Approximately 30% of the requests were not verified in a standard source.

Quality of NUC Reference Service

In response to the question concerning overall time for supplying locations to the universitites results are indicated below:

	Response Time
13	prompt
40	usually prompt
42	acceptable
12	sometimes slow
3	always slow
110*	total libraries responding

* Ten indicated two responses.

Over 95% of the results indicate response time to be "acceptable" or better. Twelve percent consider response time too "sometimes slow" and approximately three percent indicated response time to be "always slow."

The quality of information and locations provided was evaluated as follows:

	Quality Rating
31	very good
56	usually very good
13	acceptable
--	sometimes inadequate
--	unacceptable
100	total libraries responding

Over 55% of the university libraries consider the NUC quality of information to be "usually very good." Thirty-one percent consider the service to be "very good" and 13% consider the quality to be "acceptable."

Weekly List of Unlocated Research Books

Thirty-seven of the university libraries reported requesting that unlocated items be circularized. During a 12 month period ending February 1976, there were 1,733 items circularized and they received locations for 31% of the items circularized.

GROUP IV STATE AND FEDERAL

This group is composed of six state and federal libraries responding to the questionnaire.

Local Resources

The highest number of titles reported in their bibliographic reference collections was 8,000 and the lowest was 50.

One of the libraries employs three professional employees to handle or supervise requests to NUC reference service. Two libraries employ two, and four libraries employ one. One library employs two clerical employees to process requests. Four libraries employ one.

All six of these libraries have access to a State and regional union catalog as well as having access to a State or regional catalog of periodicals.

Interlibrary Loan Activities

The total number of requests received by these libraries for materials unavailable at their institutions was 313,500. Of these requests, 5.95% were filled by using the *National Union Catalog*, *Register of Additional Locations*, *New Serial Titles*, and the *Union List of Serials*. They were able to fill 2.07% of the requests by using the *National Union Catalog Pre-56 Imprints*.

Network Communications

All six libraries belong to an organized bibliographic and/or ILL network. Three have teletype facilities, and two employ computers or computer technology in their operation. Only one has direct on-line access to a data base at the network center.

Requests to NUC Reference

These six libraries submitted 854 requests to NUC reference service. NUC supplied locations for 75.6% of the requests of which 85.8% were transmitted by mail. Of the requests submitted 28.4% were not verified in a standard source.

Quality of NUC Reference Service

Overall response time for requests submitted to NUC reference are indicated below:

	Response Time
1	prompt
2	usually prompt
3	acceptable
1	sometimes slow
--	always slow
7	total libraries responding

Six of the institutions consider the response time to be "acceptable" or more than acceptable with one indicating "sometimes slow."

The quality of information and locations provided were evaluated as follows:

	Quality Rating
3	very good
3	usually very good
1	acceptable
--	sometimes inadequate
--	unacceptable
7	total libraries responding

Three institutions consider quality to be "very good." Three consider it to be "usually very good." One considered it to be "acceptable."

Weekly List

Only one library makes use of this service.

The National Union Catalog: Reference and Related Services.

All six libraries have copies of the manual and consider it clear and useful.

GROUP V RESEARCH AND OTHER

Fourteen libraries represent the fifth group which is composed of research and other libraries. The "other" category includes theological seminaries, medical libraries, art museums, health science centers, and rare book dealers.

Local Resources

The range for bibliographic reference collections for this group is between 800 and 25.

Most libraries employ one professional and one clerical employee to handle and/or supervise requests to NUC.

Five libraries have access to a State and regional union catalog as well as to a State or regional union catalog of periodicals in card or book form.

Interlibrary Loan Activities

These libraries received 6,052 requests for materials unavailable at their own institutions. From this number of requests, 42.8% were filled by using the National Union Catalog, Register of Additional Locations, New Serial Titles and the Union List of Serials. They were able to fill 22.3% by using the National Union Catalog Pre-56 Imprints.

Network Communications

Eight libraries belong to an organized bibliographic and/or ILL network. Three have teletype facilities and four employ computer technology in their operations. Two have on-line access to a data base at a network center.

Requests to NUC Reference

These libraries submitted 340 requests to NUC reference. NUC reference supplied locations for 86.6% of the requests submitted.

Quality of NUC Reference

Overall response time for requests submitted to NUC reference are indicated below:

		Response Time
2	15.3%	prompt
3	23.3%	usually promt
6	46.1%	acceptable
2	15.3%	sometimes slow
--		always slow
13		total libraries responding

Of these institutions, 84.7% consider the response time to be "acceptable" or more than acceptable while 15.3% consider the response time to be "sometimes slow."

The quality of information and locations provided were evaluated as follows:

		Quality Rating
5	41.7%	very good
6	50 %	usually very good
1	8.3%	acceptable
--		sometimes inadequate
--		unacceptable
12		total libraries responding

All 12 institutions responding to this item consider quality to be "acceptable" or more than acceptable.

Weekly List

Only one library from this group requests unlocated items to be circularized.

The National Union Catalog: Reference and Related Services

Only three libraries have copies of the manual and copies were sent to the other eleven.

GROUP VI BIBLIOGRAPHIC CENTERS

This group is composed of 15 bibliographic centers and includes five State, five inter-State, and five intra-State bibliographic centers.

Local Resources

The largest bibliographic reference collection reported was 29,000 and the smallest was 275. One center employs three professionals, two employ two, and the remainder employ one to handle or supervise requests to NUC reference service. One institution has three, three have two, and the remainder have one clerical employee to process requests to NUC. Eight of these centers have access to a State union catalog; nine have access to a regional union catalog and 12 have access to a serial union catalog.

Reference Activity

The highest number of institutions served by one center is 332 and nine the lowest. These centers serve a total of 22,838 institutions.

Interlibrary Loan Activity

The total number of requests received by these centers for materials unavailable at their institutions was 34,896. Of these requests 42% were filled by using the National Union Catalog, Register of Additional Locations, New Serial Titles, and the Union List of Serials. They were able to fill 12% of the requests by using the National Union Catalog Pre-56 Imprints.

Network Communications

All centers are or belong to an organized bibliographic and/or ILL network; 12 report having teletype facilities and seven employ computers or computer technology in their operations; four have direct on-line access to a data base at a network center.

Requests to NUC Reference

These centers submitted 809 requests to NUC reference service. The National Union Catalog reference supplied answers for 77.5% of the requests.

Quality of NUC Reference

Overall response time for requests submitted to NUC are indicated below:

	Response Time
1	prompt
4	usually prompt
4	acceptable
3	sometimes slow
--	always slow
12	total libraries responding

Nine institutions consider response time to be "acceptable" or more than "acceptable," while three consider it to be "sometimes slow."

The quality of information and locations provided were evaluated as follows:

	Quality Rating
6	very good
7	usually very good
1	acceptable
--	sometimes inadequate
--	unacceptable
14	total libraries responding

All 14 bibliographic centers consider the quality of information and locations provided to be more than "acceptable."

Weekly List

Four centers request circularization for unlocated items.

The National Union Catalog Reference and Related Services

Twelve institutions reported having copies of the manual and copies were mailed to the three not having it.

SUMMARY AND CONCLUSIONS

University libraries are the largest users of the NUC reference service followed by college libraries; with city libraries ranking third.

From the total sample of 192 libraries, 170 (88.5%) belong to an organized bibliographic and/or Interlibrary network. Fifty (26%) report having teletype facilities for communication. Computer technology is employed by 57 (29.6%). Thirty-six (18.7%) of the libraries have direct on-line access to a data base at the network center.

Only 46(35.9%) of the sample libraries report requesting unlocated items be circularized in the Weekly List of Unlocated Research Books.

Most of the sample (86.1%) indicated response time to be "acceptable" or better than acceptable. The institutions which send the greatest number of requests rated the NUC reference service within this category.

The quality of service provided by NUC reference service was rated by most libraries (98.9%) as "acceptable" or better than acceptable, and the institutions which send the greatest number of requests rated NUC reference service within this category.

The major point gained by The National Union Catalog Reference Unit from this survey is that the quality of the service is acceptable but that the inquirers would like their replies rendered more promptly.

GENERAL COMMENTS

The types of materials with which libraries reported having the most difficulty locating in order of most frequently requested are: 1) locations for materials not yet published in NUC: Pre-56 Imprints and 2) additional locations for items already published in NUC: Pre-56 Imprints; 3) Serials, Western Languages; 4) Post-55 Monographs, all languages; 5) Cyrillic, all materials; 6) Orientalia, all materials; 7) State and Federal documents; and 8) technical reports.

Suggested sources or addresses for additional information furnished by the service when locations can not be provided are considered useful by inquirers. This practice will be continued.

THE PHOTODUPLICATION SERVICE

USER SURVEY

IR004500

PHOTODUPLICATION SERVICE USER SURVEY

The Photoduplication Service user survey questionnaire (Appendix A) was distributed to a total of 697 clients. The distribution was not made on a random basis, but was directed at known and relatively regular patrons. Because of the nature of the Service, these were mostly university and other institutional libraries. The Service maintains several mailing lists and other lists of patrons, and these were largely the source of targets, as follows:

1.	Association of Research Libraries	- 90
2.	Law library mailing list	- 33
3.	Canadian list	- 15
4.	Other foreign list	- 43
5.	General mailing list	- 224
6.	Deposit account list	- 192
7.	Questionnaires sent with billings	- 75
8.	Questionnaires handed out at counter	- 25
		697

There was potential for overlap among several of these categories, but efforts to screen them were apparently successful. It should also be noted that, in comparison with an earlier and unrelated analysis conducted by the Service on its mail received (Appendix B), the percentage of individuals to receive a questionnaire was considerably lower than the 25.1% of total pieces of correspondence originating from this category. Individuals received not more than 75 questionnaires in categories 5 through 8, about 11% of all given out. Their return was 8, slightly more than 3% of all returned. This double disparity in the figures for individuals may be accounted for by several factors. 1.) The previous mail survey which yielded the figure of 25.1% of all inquiries comming from individuals dealt with pieces of correspondence rather than with actual orders, while the questionnaire was distributed only to actual purchasers. Many inquiries from individuals result in a cost estimate being sent but no order is received. 2) Although the Photoduplication Service maintains brief control records on completed orders, these do not generally bear an address: consequently locating the occasional or one time customer who operates on a pay-as-you-go basis was an extremely difficult operation. On the other hand, the deposit account customers, primarily institutions, were easily identifiable. 3) The questionnaire was designed with institutions foremost in mind, and it may be presumed that many of the individuals who received it saw it as irrelevant to their situation and neglected to complete and return it.

Overall, the following figures apply:

1. Questionnaires distributed - 697
2. Questionnaires returned - 272 - 39%
3. Questionnaires untabulable - 6
4. Questionnaires tabulated - 266 - 38%

Appendix A, the questionnaire itself, also contains the direct tabulations of answers to each question, and we direct your attention to that basic data.

Several cross-tabulations were made as well, and comments written in spaces allotted were also categorized and counted. These follow in two sections, followed by a general summary.

CROSS-TABULATIONS

The responses to questions 4-11, 19 and 20 were matched with the answers given to question 2, "type of user," with the results given below. (Two categories of user, "Micropublisher" and "Public library" were omitted from these series, as their responses were too few to tabulate meaningfully.)

Question 4 - "Aware of deposit account system?"

A. Individual	- Yes	8	No	0		
B. Academic library	- Yes	131	No	27		
C. Government library	- Yes	13	No	3		
F. Special library	- Yes	27	No	4	No answer	1
G. Business library	- Yes	49	No	1		

Question 5 - "Attempt to verify citations?"

A. Individual	- Yes	8	No	0		
B. Academic library	- Yes	157	No	0	No answer	1
C. Government library	- Yes	14	No	2		
F. Special library	- Yes	27	No	2	No answer	3
G. Business library	- Yes	47	No	2	No answer	1

Question 6 - "Inquire of NUC Reference Service?"

A. Individual	- Yes	6	No	2		
B. Academic library	- Yes	101	No	51	No answer	6
C. Government library	- Yes	4	No	12		
F. Special library	- Yes	8	No	17	No answer	6
G. Business library	- Yes	10	No	38	No answer	1

Question 7 - "Inquire of other sources suggested by NUC?"

A. Individual	- Yes	6	No	0	No answer	2
B. Academic library	- Yes	108	No	0	No answer	50
C. Government library	- Yes	6	No	0	No answer	10
F. Special library	- Yes	8	No	2	No answer	22
G. Business library	- Yes	10	No	1	No answer	39

Question 8 - "Distinguish interlibrary loan and photocopy?"

A. Individual	- Yes	4	No	1	No answer	3
B. Academic library	- Yes	66	No	52	No answer	50
C. Government library	- Yes	5	No	2	No answer	1
F. Special library	- Yes	12	No	4	No answer	16
G. Business library	- Yes	12	No	7	No answer	31

Question 9 - "Prefer inquiries forwarded directly?"
A. Individual - Yes 4 No 1 No answer 3
B. Academic library - Yes 53 No 32 No answer 73
C. Government library - Yes 5 No 0 No answer 9
F. Special library - Yes 11 No 1 No answer 20
G. Business library - Yes 8 No 9 No answer 33

Question 10 - "Request of LC Photodup first?"
A. Individual - Yes 3 No 5
B. Academic library - Yes 11 No 142 No answer 5
C. Government library - Yes 3 No 13
F. Special library - Yes 8 No 21 No answer 3
G. Business library - Yes 4 No 46

Question 11 - "Telefacsimile service?"
A. Individual - Yes 1 No 5 No answer 3
B. Academic library - Yes 22 No 123 No answer 13
C. Government library - Yes 2 No 11 No answer 3
F. Special library - Yes 7 No 23 No answer 2
G. Business library - Yes 18 No 29 No answer 3

Question 19 - "Aware of 50% surcharge rush service?"
A. Individual - Yes 2 No 6
B. Academic library - Yes 18 No 138 No answer 2
C. Government library - Yes 5 No 10 No answer 1
F. Special library - Yes 12 No 19 No answer 1
G. Business library - Yes 18 No 32

Question 20 - "LC Photodup product favorable?"
A. Individual - Yes 8 No 0
B. Academic library - Yes 145 No 1 No answer 12
C. Government library - Yes 15 No 0 No answer 1
F. Special library - Yes 28 No 2 No answer 2
G. Business library - Yes 43 No 4 No answer 3

The answers given to question 10, whether the respondent inquires of Photodup before other possible sources, were cross-tabulated with the answers given to questions 13-17, concerning favorable interval, and with question 20, concerning quality of product, with the following results.

Question 10 - Yes

	Yes	No
to 13 -	11	3
to 14 -	7	5
to 15 -	5	5
to 16 -	7	7
to 17 -	3	2
to 20 -	27	1

Question 20 - No

	Yes	No
to 13 -	80	57
to 14 -	48	41
to 15 -	51	45
to 16 -	58	86
to 17 -	33	36
to 20 -	191	5

As would be expected, the proportion of no answers to questions 13-17 is higher for those who answered no to question 10. The greatest area of dissatisfaction is with the time required to receive electrostatic prints, but all categories indicate a high degree of dissatisfaction, which is emphatically restated in the comments written in response to question 10, shown in later pages.

Positive answers to question 11, concerning telefacsimile service, only 50 in all, were cross-tabulated with estimates of frequency of use in question 12.

Answer 11A - 12-A 18; 12-B 21; 12-C 3; 12-D 0
Answer 11B -- 12-A 3; 12-B 5.

The only significant rate of positive responses to these questions came from user categories F, "Special library," (7 yes, 23 no) and G, "Business or industrial library" (18 yes, 29 no). There does not appear to be enough interest in this service to support the capital and operating expense.

WRITTEN COMMENTS

The written comments given in response to questions 10, 20, 21-25 and the general invitation to comment at the end of the questionnaire cannot be related directly to the questions themselves. The comments were generally compound and extended into several areas at once. Some were irrelevant or unintelligible. They have been sorted below into generally positive and negative groups, and because of the degree of overlap, the comments to questions 21-25 and to the general invitation have in some cases been placed within the counts for questions 10 or 20.

Comments to question 10 - "Come to LC Photodup first?"

Yes (30)	most reliable, etc.	18
	deposit account	8
	fastest	5
	cheapest	2
	habit	1
	irrelevant/unintelligible	8
No (227)	slowness	90
	cost	61
	try nearer sources first	54
	not to overtax LC	27
	try to borrow/buy first	6
	use specialized sources	6
	poor prepayment/billing	3
	NOS rate	1

The positive explanations here require no comment, except perhaps an expression of surprise at the 7 remarks that Photodup is faster or cheaper than other services, contrasted with the 151 remarks about the slowness and expense. Some of the negative comments seemed phrased almost as if they were trying to be critical without hurting our feelings, especially those who try not to overtax our resources, but some of these have also transferred their interpretation of Loan Division restrictions to the Photoduplication Service. Dissatisfaction with the negative reply rate appears more strongly in the general comments, as do the criticisms of the estimate and billing procedures.

Comments to question 20 - "Quality of product?"

Yes (297) - Comments to accompany these 297 answers were but 4 in number - our fishing for compliments didn't work very well, in spite of the overwhelmingly positive response. The 4 comments were all of the "Yes, but.... " variety, followed by reference to one specific instance of dissatisfaction.

No (7) - The small number of comments here do not lend themselves to generalizations. Two expressed dissatisfaction with the physical rather than with the technical quality of copyflo materials: that they come to the purchasers in odd sizes and untidy bundles, perhaps with insufficient margins for binding. Three respondents vaguely criticized the quality of the paper used. The few comments to this question are generally vague.

Comments to questions 21-25 - "Custodial divisions materials?"

Positive
#21 - There were two positive comments on the reproduction of music materials, one for speed and one for quality.

Negative
#21 - There were two comments on the dealys in receiving copies of music materials.
#22 - One respondent reported that maps copied in portions were sectioned haphazardly and were difficult to fit together.
--- - Manuscript material copies, through oversight omitted from the questionnaire, seemed overly slow to one respondent.

GENERAL COMMENTS

The invitation to make general comments produced a variety of responses written on various parts of the questionnaire. They are categorized, grouped and counted below as "Positive," Neutral," and "Negative. Some comments from this section were counted in other areas of the questionnaire where they seemed to have more specific application.

Positive

appreciate Photodup giving access to LC	- 44
remarks on good quality of copies	- 22
appreciate Loan Division services	- 4
appreciate obscure materials	- 7
appreciate business-like procedures	- 3
appreciate other locations supplied	- 1
appreciate circulars	- 1

Neutral

condolences for volume of work	- 8

Negative

estimate and billing system, bulk of correspondence	- 15
form letters, follow-up inquiries ignored, impersonality of operation	- 8
negative replies because of condition	- 7
negative replies for items listed as held	- 6
materials received without identification	- 6
NOS rate	- 5
lack of catalogs and price lists	- 4
negative replies received after estimates	- 2
requests misrouted to Loan Division	- 2
erratic and partial delivery of large orders	- 2
packaging more elaborate and heavy than needed	- 2
negative reply forms confusing	- 2
interlibrary loan regualtions too strict	- 1
rush surcharge too high	- 1
rush service too slow	- 1
failure to follow instructions	- 1
more research capacity needed	- 1
Photodup and NUC Reference Service need more publicity	- 1
LC needs more Russian and Japanese materials	- 1
received wrong material	- 1
want choice between surface or air mail	- 1

SUMMARY

The survey resulted in no real surprises, but did reveal some strong emphases. The Service has long been aware of customer dissatisfaction with both cost and slowness of service. Some dissatisfaction with cost may be due to the fact that some respondents are not realistically comparing Photodup's rates with other, comparable operations, but are responding on the basis of the 10¢ per page, do-it-yourself copy machines available in their own or local libraries. It is apparent, however, that the major area of complaint is with the slowness of service. Not all of this dissatisfaction can be blamed on the estimated two weeks spent by inquiries and products making the round trip by USPS. It is also likely that, were delivery of product faster, complaints about price might be reduced as well. On the other hand, quality control, especially for negative microfilm and electrostatic prints, is very time consuming and costly to the Service, yet patrons are overwhelmingly appreciative of the results.

Other, less general problem areas have been revealed, however, and although in some cases the Service has been aware of them, they are now confirmed by outside data. In particular, dissatisfaction with delays for materials from some of the custodial divisions is documented.

The sophistication of the small number of individual respondents is surprising, both in their answers and in their written comments. The explanation is probably that infrequent users of the Service lagrely neglected to complete and return the questionnaire.

Several respondents apparently misperceived the relationship between questions 6 and 7, for there should not have been more than 129 responses to the latter. There were 141. It does seem, however, that Photodup patrons appreciate and use NUC alternate location information, a service also provided by Photodup when items requested are not held by LC or cannot be copied for reasons other than copyright.

From the series of questions concerning the patron's own use of NUC before inquiring of Photodup it is apparent that more publicity is needed for this service, particularly for government, business and special libraries. In a related question concerning forwarding requests for copies of items not held by LC directly to another library that does hold it, the fact that 1/3 of the respondents were opposed to this procedure indicates that it should not be instituted.

Of the negative comments other than on slowness and cost, the majority refer to various problems essentially bureaucratic in origin and nature. The Service is large, diverse, and physically scattered; and there is ample opportunity for failures in communication and neglect of particulars among the massive flow of work through the system. Internal adjustments in the structure of the Service could perhaps reduce the number of follow-up inquiries ignored, confusing form replies, and the like.

It is also hoped that, in addition to supplying us with information, the questionnaire conveyed a certain amount of information to the respondents, for example, to those unaware of Photoduplication's deposit account and rush service systems, and of the existence of the NUC Reference Service.

400 A

User Survey of the Reference Correspondence Services of the Library of Congress

Compiled by

Jane Ann Lindley
Survey Manager

for the

Subcommittee on Service to Users

of the

Task Force on Goals, Organization, and Planning

July 1976

IR004500

Preface

The project described in this document was a survey undertaken at the direction of the Task Force on Goals, Organization, and Planning to gather and evaluate information about the Library's reference services provided to those who seek assistance through written inquiries. The survey was a five-month effort, beginning in February and concluding in July, and involved a total of 35 staff members through various phases of its execution.

The report is organized into the following segments: 1) the conduct of the survey, 2) an analysis of the general reference correspondence 3) an analysis of the Law Library reference correspondence, 4) an analysis of the DBPH reference correspondence, 5) samples of survey materials, 6) an outline of the timetable and procedures for administering the survey, and 7) statistical tabulations.

The project was a team effort that succeeded only through the fine spirit of cooperation displayed by everyone who had a part. However, particular mention must be made of the special efforts of Marlene McGuirl, who assisted me in the overall coordination of the survey and contributed, with the assistance of Michael Gehringer, the portion of this report dealing with the analysis of the Law Library reference correspondence; Hylda Kamisar and Waldo Moore, who undertook the direction of the survey and contributed to this report the analyses of the reference services in DBPH and the Copyright Office, respectively; John Perkins, who wrote the computer programs and coordinated the support of the correspondence survey in ISO; and Janet Chase, who provided with deceptive ease all of the necessary logistical support of procuring the survey materials, submitting the print orders, and sc forth. I also wish to thank the staff members of the GR&B Administrative Office for the typing assistance which was rendered so cheerfully, so often.

Table of Contents

Preface

Table of Contents

Conduct of the Survey

Analysis of the General Reference Survey

Analysis of the Law Library Survey

Analysis of the DBPH Survey

Samples of the Covering Letter and Questionnaires

Outline of the Timetable and Procedures for Administering the Survey

Statistical Tabulations for the General Reference Correspondence Survey

Conduct of the Survey

The methodology employed in the conduct of this survey of the Library's reference correspondence service was derived from the experience gained in an earlier survey of the reference correspondence service of the General Reference and Bibliography Division, undertaken in 1973. As in the previous survey, our purpose was to gather information from correspondents which would enable the Subcommittee on Service to Users to evaluate the effectiveness of the service and to appraise the policies governing it.

In designing the questionnaires, primary consideration was given to simplicity and straightforwardness so that the individuals receiving the questionnaires could respond with a minimum of time and effort and yet tell us something about who they were, the library resources available to them locally, their information needs and reasons for seeking assistance from the Library of Congress, and their experiences and satisfaction with the Library's service. To facilitate their responding to the survey, a self-addressed, franked return envelope was enclosed along with a covering letter from the Librarian soliciting their participation.

The survey materials were enclosed with every response to a written reference inquiry which was sent out between April 19 and May 7 from all of the divisions in the Law Library and the Research and Reader Services Departments with the exception of the Loan Division, which was surveyed separately. A similar survey of the Copyright Office is in progress and will be reported at a later date.

Because many divisions use some form replies or abbreviated responses to certain inquiries while also sending more elaborate, formal replies in other instances, the questionnaires were printed on three different colors of paper to enable the survey manager to determine what type of reply and hence what kind of servie was being evaluated--one which required minimal attention, one which could be answered very briefly, or one which required considerable research and explanation of the findings.

To encourage the interest and participation of the Library's staff and to make the entire effort more manageable, representatives from the reference and support personnel were designated in each division to work with the survey manager in the administration of the survey and a review and analysis of the responses. The assistance and cooperation of these individuals contributed a large measure to the success of the entire effort.

Because of the anticipated size of the survey, assistance was requested from the Information Systems Office in tabulating the responses by computer for the general reference and Law Library questionnaires. The DBPH survey was tabulated manually as also the Copyright Office survey will be. There were problems encountered in this phase of the survey in tabulating the responses by computer. In the first place, the anticipated size of the survey was considerably overestimated. The figures for the number of questionnaires to be distributed were derived from an average of the correspondence statistics reported by each division for April and May over the past three or four years with a slight increase, approximately 5%, to ensure that enough questionnaires would be printed. The actual number of questionnaires distributed varied from the estimate by as little as 7% to as much as 90%, with one division exceeding its estimate. However, there does not seem to be any adequate explanation of such variations, and one cannot say whether people for one or another reason simply did not write us during those particular weeks at the rate they have in past years or whether there is some degree of inaccuracy in the statistical reporting or the way in which the estimate was calculated.

Additionally, a response rate of 60-65% was anticipated, whereas the actual response rate was 42%. Therefore, rather than a total of 2,000-2,200 there were in fact only 876 questionnaires submitted to ISO for tabulation. Although the relatively smaller number of responses was disappointing in itself, the survey was further impaired when over 200 questionnaires, nearly one-fourth of the sample, were lost in ISO.

Even though a card deck which appeared to be the one on which the information from those questionnaires had been key-punched was located in ISO, there was no way to verify the data, review comments or suggestions noted by respondents on those questionnaires, nor reconstruct and manually tabulate the responses after discovering that essential data had not been recorded in the first place. For instance, the questions where the response "Other (please specify)" was checked by the respondent were never tallied, and the percentages of the various responses to each question were consequently wrong in every case; let alone the fact that because of the way the computer rounded off, the responses never totaled 100%. So all of the percentages had to be recomputed by the survey manager with the use of a calculator. How much simpler, less time-consuming, and less costly it would have been for everyone involved if the entire survey had just been manually tabulated! Not only are the statistical compilations suspect, at best, but the divisional representatives, particularly in those divisions having very small samples, had to make observations and evaluate their services without knowing whether the missing questionnaires might have offered some critical insights or thoughtful suggestions.

The timetable and procedures established to administer the survey worked well, and, in spite of the inadequacies in the manipulation of the data, which have been noted, sufficient information was obtained to make the overall survey effort worthwhile. A detailed analysis of that information is described in the remaining sections of this report.

Analysis of the General Reference Correspondence Survey

The statistical breakdown of the responses gave the following composite picture of the users of the Library's reference correspondence services. The majority (42%) are 26 to 45 years of age, with approximately 15% under the age of 26, 30% between the ages of 46 and 65, and 13% over 65 years old. Most live in urban areas, with 22% residing in cities having more than 500,000 population, while only 17% live in rural localities, less than 1% on military bases, and 2% in foreign countries.

In terms of education, the majority (approximately 65%) indicated that they had one or more college degrees, while 3% had completed elementary school, 6% junior high school, and 23% had graduated from high school. Most of the respondents (43%) indicated that they were in professional jobs, while only 15% said they were students, 11% are retired, 4% are in a trade, and 9% each were housewives, in business, or indicated some specific occupation ranging from bus driver to warehouse man to auto plant inspector to film scholar/writer and one who simply said "welfare."

The nearest public library is less then ten miles away for 90% of the respondents, while 48% are associated with a business or institution having its own library. The majority (79%) indicated that they had used a local library before writing to the Library of Congress, and 63% had sought the assistance of a reference librarian in a local library first. Although 35% wrote to the Library of Congress because it was mentioned or described in a publication, 10% said they were referred by a friend, 9% by a local library, 5% by an instructor, and 41% for some specific reason, generally because they knew about a particular service or about the Library's holdings of desired material.

The purpose for which desired information was to be used was scholarly research (24%), occupational need (16%), general interest (14%), genealogical research (13%), and only 9% for school assignments, 2% for recreational reading, and 4% for self-improvement. Other reasons, including hobbies, "personal", an exhibition, a recital, master's thesis, and restoration of a Victorian house, were cited by 18%.

For 57% of the respondents, this was the first time they had written to the Library of Congress, while 11% had written once before, 5 twice, and 24% had written three or more times. Although 6% did not respond to Question 12, 86 %said they were satisfied and 8% said they were not satisfied with the Library's response to their present inquiry, and of the 42% who responded to Question 13, 39% said they were satisfied with the service on previous occasions.

In describing the Library's response to their inquiries, 82% said it was reasonably prompt or very prompt, while only 4% said it was slow and less than 1% said it was unreasonably slow. While very few chose other negative descriptors, including .2% who said the reply was discourteous, 3%

who indicated it was unhelpful, 1% who said it was vague, and .1% who noted that it was irrelevant, only 4% felt the Library's response was highly relevant, another 8% said that it was relevant, and 11% indicated that it was thorough. Positive descriptors most frequently chosen were helpful (57%) and courteous (52%). There was no response to Question 15 on 58% of the questionnaires. Of the remainder, 39% indicated that they had contacted the other sources of information to which the Library referred them and 3% had not.

It is interesting to note some comparative statistics between the 1973 and 1976 surveys. In the earlier survey, which covered only one division's correspondence and included only those correspondents who had received individual replies over a three-month period, 87.2% indicated they were satisfied with the Library's response, 8.9% were not satisfied, 3.9% did not respond. In the present survey, which covered 20 division's correspondence and included all individuals who received any reply, (whether a form letter, short form, or formal response)over only a three-week period, 86% were satisfied, 8% were not, and 6% did not respond to the question. This is a difference of only 1% who expressed satisfaction or dissatisfaction and 2.1% who did not respond to the question. The similarity in these statistics is also interesting in terms of the response rates, with 72.2% responding to the earlier survey while only 46% responded to the present survey.

In answering Question 12, of those who had received form replies 84% were satisfied with the Library's reply, while 16% were not; 97% of those who had received short form replies were satisfied, with only 3% who were not; and 94% of those who had received formal replies were satisfied, while 6% were not. Most of the respondents who were dissatisfied with form replies were junior high and high school students who wanted help with school assignments or genealogists who were compiling their family histories; and the majority of those who had received individual replies, whether short form or formal, complained about the length of time it took the Library to respond or about the cost, quality, or slowness of the photocopying services.

In terms of the locality of the respondents, the rate of satisfaction with the Library's service ranged rom 86%-95% with the exception of military bases and foreign countries, where it was 100%

From the viewpoint of type of occupation, 94% of the housewives and of those in business, 93% of those in professional positions, and 91% of the retirees expressed satisfaction, while only 77% of the students and 87% in trades said they were satisfied. All of those who had indicated other occupations were satisfied.

In terms of education, the greatest degree of dissatisfaction was expressed by those who had been through a seminary or who had completed junior high school. However, one accomodating respondent in the latter group sent a note along with his questionnaire stating: "I filled this out the best way I could. If I didn't do it right, send it back, and I'll try again."

Statistically, 83% of those who have completed elementary school, 64% who have completed junior high, 88% who have finished high school, 89% of those having associate degrees, 96% of those having bachelors degrees, 98% of those having masters degrees, 89% of those with doctoral degrees, 33% of those who have graduated from a seminary, and 100% of those who have completed business school, nursing school, or other educational training were satisfied with the Library's reference service.

Unfortunately, there was neither time nor a plausible means for following up with those who did not respond. However, it would be interesting to know whether they didn't respond because they were marginally satisfied and saw no purpose in sending the questionnaire back to say that the service was neither particularly good nor bad or whether they didn't respond out of a sense of apathy, futility, or simply due to procrastination.

I shall not attempt to detail the statistical breakdowns by division in this portion of the report as they are fairly consistent with the overall statistics and the information appears in the statistical tabulations which comprise the final portion of this report. However, some of the individual comments and the observations of the divisional representatives who reviewed the responses are essential to give the reader a clearer impression of how the group of users views the Library and its services.

The Geography and Map Division sent out 115 questionnaires, of which 65 (56%) were returned. The great majority, 91%, were satisfied with the service.

Andrew Modelski, in reviewing the responses concerning the Geography and Map Division's correspondence service, noted that "in general, we found the tone of comments about our reference replies very favorable. As expected, however, most complaints were directed at the slow and unclear instructions of the Photoduplication Service. About 80 per cent of our reference correspondence requires some form of photocopy work before the writer's request is fully satisfied."

One respondent said, "I appreciate getting the correct information and must assume I'll eventually get what I am after from the Photoduplication Service," while another said, "There is a lack of communication between correspondents and photodup. I have written 6 times about one order only to have it returned marked "insufficient information. I do not know what information is needed!" In a positive vein, one individual noted, "As a former U.S. Government 'bureaucrat' of 38 years duration, I commend your office on the promptness of the reply. My former agency could not have responded as quickly." Another said, "Very pleased with all services and advice. I am sure (photodup) delays are a function of lack of staffing. Your function is an important adjunct to scholarship."

The General Reference and Bibliography Division was one of four divisions which had 10% or more of its respondents express dissatisfaction with the service. While 4% of GR&B's users did not respond to Question 12, 84% said they were satisfied, but 12% said they were not. Although this division has one of the broadest audiences ranging from elementary-aged children doing school work to sophisticated scholars, it also makes the most extensive use of form replies, as it has the heaviest correspondence workload, represented by 38% of the questionnaires sent out and 36% of those returned of the totals for the general reference correspondence survey. 289 (43%) of the 664 inquirers surveyed by GR&B returned the questionnaires.

While the service provided by its reference staff was extremely well received, with only 1% dissatisfied with short form replies and 6% dissatisfied with formal replies, (less than the 8% average of dissatisfaction expressed for the overall survey results), 20% of those who had received form replies were not satisfied.

Dissatisfied correspondents fell into two categories: junior high and high school students doing school projects and genealogical researchers. Both groups felt that the Library should do more to help them. Representative comments from these groups of respondents include those listed below.

"It (the reply) was unhelpful and arrived after my report was due. I had tried other sources before LC."

"I don't see why you don't help kids with school projects. I think you're too cheap to do so."

"I looked, called, and wrote to other libraries and was told to write to LC. Although you say you cannot respond to school projects, I think you could have sent something."

"I wish you could find some way to make family histories available across the nation."

"There should be clearer information about what is available by correspondence for genealogical researchers. Genealogy material is not available in the local library."

In a positive vein, respondents were very generous in praising individual responses prepared by the reference staff. Comments were as brief as "thanks," "keep up the good work," and "very pleased with response from the Library," to those which follow.

"Thank you for the courteous, prompt, and helpful service and thank you for the questionnaire and the interest it indicates. Good luck!"

"I was surprised at the lack of red tape and the gracious response and attention to my request. I feel very proud of our LofC and the personnel who serve. Thank you."

"Excellent help. You 'bent over 'to assist me. You are the best and most cooperative Library in the world."

"I would like to express my gratitude for your services. They are more than satisfactory!"

"Library of Congress ranks first in the world for research material and for extensive service." (Canadian respondent.)

"We appreciate your prompt reply with the needed information. We are sending a copy of this report to Congressman Heinz who suggested that we ask you for the information regarding President Coolidge."

"The Library of Congress is one of the leading treasures of the U.S. I can easily guess that you'd like to do more than what you are doing and also guess that not enough money comes floating down to you from up on the Hill."

In analyzing the Latin American, Portuguese and Spanish Division's responses, Georgette Dorn observed that "the return is not quite representative ... In order to have a true "correspondent profile" or an accurate measure of service provided by LAPS, the survey would have to run longer, possibly 12 weeks. I am actually gratified that our service was considered prompt and courteous. The only surprising factor is that only 73 per cent checked satisfied with the Library's response. A 73 per cent rate of satisfaction is not really representative, as our feedback from scholars and researchers, or just plain citizens, who eventually do come to the Library, would prove a much higher rate."

The LAPS response rate was only 27.7%, with 15 out of 56 users surveyed responding, and only two persons commented on the service. One said, "I am very satisfied with this library. To me it is the best library in the world," while the other indicated, "I would like them to have sent me information regarding geograpy of the island that I had inquired on."

Of the 56 persons surveyed by the Motion Picture Section, 31 (55%) responded and all expressed satisfaction with the service. Patrick Sheehan, in his analysis of the responses, noted, "If this sample is representative, our reference letters are apparently quite satisfactory. In general, the correspondents resemble those researchers we see in person--mostly academic-oriented (grad students, professors, etc.) with a sprinkling of filmmakers, film writers and buffs. Our cinema study resources are considered unique, as indeed they are, and information about the Section seems to have been rather widely disseminated--probably as much by word of mouth as anything because we are relatively underpublicized in print. However, opportunities for serious cinema rsearch are quite limited and those other institutions or individuals involved would know of us."

He also pointed out that "although this is not indicated in the completed questionnaires, we are all too often forced to give abbreviated, less informative answers to reference inquiries by mail because our reference staff is so limited. This is unfortunate, if only because there are so few sources to contact for specialized information about film and television."

Few respondents made particular comments about the service; however, one said, "The Motion Picture Section performs a vital function in a very effective manner," while another indicated that "LC provides very helpful service--keep it up."

The Manuscript Division sent 105 questionnaires and had 63 (60%) returned. 88% indicated that they were satisfied with the service, 6% were not, and 6% did not respond to the question. Carolyn Sung noted the following characteristics about this division's users: "The persons responding to the survey tended to be in the middle-age groups, residents of urban areas in either the 25,000-75,000 or over 500,000 population range with a library within ten miles of their homes. Most wrote to the Manuscript Division because they found a reference in a publication. The purpose of research was most frequently characterized as occupational, scholarly, or genealogical. A majority had written before, most more than three times. The majority characterized the responses as helpful, courteous, thorough, and very prompt or reasonably prompt. However, those who were dissatisfied complained of slowness--their responses took about eight weeks."

One respondent said "replies were too concise to indicate some of the subject matter of the collections. Also wish the MSS Div had better xerox facilities and longer hours," and one of those who was dissatisfied said, "nearly eight weeks does seem a long time required to give a negative reply--that the materials are not available for consultation by means of interlibrary loan." Another interesting comment was, "Your response did not specifically answer the question, but did supply an answer by reading between the lines, and was very helpful regardless." One respondent said that he "had already searched for these records in sources cited in LC's response before writing you. This was not stated in my letter to you, however."

Most comments were very positive about the service as the following sample demonstrates.

"I had hesitated for years to write the Library because I expected the bureaucracy run-around that so many agencies suffer from. I'm pleased to say I did not get that kind of treatment, and I thank you!"

"The Library of Congress is a storehouse of national importance. It's services to the public, at large, is of inestimable value. Without it, there would be a serious gap in our cultural fabric. Best wishes to the

Library and its personnel."

The Music Division sent 181 questionnaires and had 89 (49%) returned. 94% of the respondents expressed satisfaction with the service, 2% were dissatisfied, and 4% did not respond to Question 12. Barbara Henry analyzed the responses and made the following observations.

"For the most part, the results of the Correspondence Survey confirmed our ideas about the services we are providing. They showed that we serve a very diverse public with a great variety of reasons for writing to the Library of Congress. There were few complaints, but those which were expressed were those we are already very much aware of--we are sometimes slow, we cannot locate materials in our stacks, we are unable to provide copies of material because of poor physical condition or copyright restrictions.

It was enlightening, and a bit surprising, to note the number of people who either consulted their local library before contacting us, or who wanted very specialized information and know that we were the logical source for it. I sometimes have the feeling that many people just write to us thinking it's the easiest way, but this evidently isn't the case in many instances.

It was gratifying to note a high percentage of satisfied customers, as demonstrated by the comments under Item No. 16. One good suggestion for improvement was the request for a more detailed indexing of primary source material to aid the serious researcher. This is certainly a concern which we would dearly love to remedy, but which we cannot do without additional staff."

The National Referral Center had an extremely small sampling with only 11 (22%) out of 48 inquirers responding to the survey. All of the respondents indicated that they were satisfied with the service, and one individual, who works for a military engineering establishment which is interested in setting up an information analysis center, noted that "the Library of Congress's negative answers are as important as are its positive answers."

Margaret McGinnis analyzed the responses and noted that although "it seems unproductive to generalize greatly on the basis of this evidence ... in certain respects what response we did receive bears out that which we have received on our own feedback surveys. That is-- that in the past we have not had a negative feedback exceeding five per cent. The returned questionnaires also verified that our clientele is educated and hence reasonably sophisticated about locating information. Since all but two respondents live within ten miles of a public library and most live in large metropolitan areas, I think it is safe to assume that NRC satisfies a need not easily met even by those who live in reasonably enriched environments.

However, we do in fact receive many requests for referrals from persons living in rural areas and from persons living abroad--both Americans and non-Americans. Like those who participated in this survey, it has been our experience that these persons are generally quite educated."

The Orientalia Division was another of those divisions were 100% of its respondents were satisfied with the service. It was also one of the smaller samplings with 21 (56%) of 37 persons surveyed responding. Louis Jacob provided the following analysis of the responses.

"The age group of the respondents is essentially 26-65. They are mostly professionals living in large population centers. The great majority have MAs or doctoral degrees. They live within 10 miles of a library, are most often themselves associated with a business or institutional library and have solicited the services of a reference librarian at the local library before addressing LC.

The vast majority described themselves as concerned with "scholarly research". They were usually led to contact LC because they had read about it in an LC publication or because the material they wanted was mentioned in a publication as being at LC. A slightly smaller number were directed to LC by a friend, an instructor or their local library.

Half had written the Library three or more times previously, although a significant number (five) had never done so. All were pleased with Orientalia's response to their queries, although one respondent indicated dissatisfaction in an earlier instance. (This was a businessman who had had no response to his first inquiry. It is not clear whether it was properly directed to Orientalia.) Service was almost invariably checked off as very prompt, courteous, helpful, thorough and highly relevant. In three instances it was described only as reasonably prompt and courteous or helpful.

Special reference was made to the value of the Library's unique Persian collection and three times it was indicated that the Japanese collection was the subject of inquiry, once by a Japanese student.

A book an inquirer thought was available only from the Bibliothèque national was identified by Orientalia personnel as available in the Duke University Library under another title.

One person wrote that he uses Orientalia Division services very frequently and that they could not be improved upon.

In two cases, special kudos were extended to the Hebraic Section and particularly to Myron Weinstein and Feiga Zylberminc for their unusual helpfulness and courtesy. In one case Mr. Weinstein's skill brought to the reader's attention material more relevant to his research than the material originally sought."

The Prints and Photographs Division is the second of the four divisions having a higher rate of dissatisfaction, with 88% of its respondents expressing satisfaction, and 12% indicating that they were not satisfied. It is also one of the divisions with a significant correspondence work load, and was the only division to exceed its estimate, sending out 256 questionnaires, rather than an anticipated 240, and having 107 (41%) returned. Furthermore, it also makes heavy use of a variety of form replies with 70% of the replies sent during the survey being form letters.

Some of the positive comments about the service include, "I find the Library of Congress an invaluable source for documents and bibliography and am most grateful for its existence and its service;" "I very much appreciated the leads to two other possible sources, and I contacted both the day I received the leads;" "I thank you sincerely for your help;" and "Wonderful to have this source of information." Another said "I have written to you several times. You have always been very helpful. I appreciate your help and will continue to ask for your help when needed. Thank you."

Among those who were somewhat dissatisfied, one said," very little specific info provided," another thought" responses should be more thorough... answer all and every question promptly and thoroughly," and a third said, "I don't believe that the LC has graduated to the level where it is ready to survey its quality of service-rather more time should be directed toward organization and compilation of its contents not towards evaluating these statistics." That same individual concluded his remarks, however, by saying that "if the Print Division is overloaded with its everyday tasks then please understand that it is not necessary to pay an attention to the above comment." One final comment from an individual with somewhat ambivalent feelings about the service is worth noting. It was this: "I wish the photo retrieval methods were at least a bit more quick. I realize help is in short supply and the LC is swamped with requests, but it does seem more rapid response and shipment of requested photos could be accomplished. Don't get me wrong - I think the photo section does a great job - the greatest - when you stop to think of all the material which must be researched to find an item, the results are excellent."

Jerry Kearns reviewed the questionnaires which were returned and made the following comments.

> "In reviewing the returned questionnaires, my initial reaction is a positive feeling that in spite of the grossly inadequate number of people in the reference section of Prints and Photographs, we are providing good service.
>
> Most of the negative responses could have been positive with adequate staffing allowing more research time outside our Division and also providing a quicker response.

With the needed staff we could provide more help to correspondents who do not have or cannot utilize a local library, and no other library has the picture resources we have. Our visual collections are so vast that I'm sure we have given negative replies when in fact the information, picture, or item was here and could have been provided with more staff time available for searching and selection.

Several of the negative responses should have been directed to the Photoduplication Service. It is unfortunate that our reference service is often confused with the inadequacies of the Photoduplication Service, when in fact we do a great deal of searching, preparation of order forms, etc., for them."

The Rare Book and Special Collections Division was another of the smaller samples in the survey. It sent out 32 questionnaires and received 20 (62%) responses. All who responded to Question 12 were satisfied with the service; however, 5% of those who returned questionnaires did not respond to this question.

An analysis of the questionnaires, undertaken by Dan Burney, revealed the following composite of this division's users.

"Almost all the correspondents are graduate age or older (equally divided between 26-45 and 46-65 categories); live in cities of major populations; are professionals, having master's degrees or above; are associated with institutions having libraries and utilized local resources prior to consulting the division.

The purposes for consulting the Rare Book and Special Collections Division were again almost uniformly for scholarly research, though the reasons varied--from having read an LC publication, having had personal contact with the division's staff, professional knowledge of the division's holdings and services, being referred by someone at another library.

The correspondents were almost equally divided between being first time and frequent users.

It was very gratifying to see that none had any dissatisfaction with their replies, and that almost all felt the latter to be very prompt, courteous, helpful, thorough and relevant. Many wrote spontaneous compliments on helpfulness, professionalism and expertise. Of these the division can concur particularly in the remark "May Congress fund you fully as a nat'l resource!!!"

Only half replied--but affirmatively--to the query about having made contact with another source of information to whom they had been referred by the division."

A sampling of the responses include the following comments about RBSC's service.

"I am highly impressed with the expertise and helpfulness of the Rare Book Department."

"A great deal of help. More libraries should know how to use your services."

"I do not know what I would do without the Library of Congress."

"I was most pleased with the interest and assistance given me."

"Thank you. I am researching and reviewing material sent. I feel it is most helpful. My questions were answered. Your reply was excellent. I hope I can help you if needed. My references are on magic."

"I am very pleased to see that the top leadership at LC is taking an interest in reader/researcher satisfaction. Your means of book reshelving need modernization; presently inefficient. Response from Manuscripts show the specialists are understaffed; present responses are too slow. Responses from NUC, pre-1956 unpublished portion are quite slow and sometimes not checked. A directory of LC owned newspapers (originals) is definitely needed."

The Stack and Reader Division, although willing to participate in the survey, had occasion to send out only two questionnaires, both of which were returned and indicated satisfaction with the service rendered; however, no additional comments were offered, and it seems unrealistic to attempt any analysis of the service on the basis of two questionnaires.

The Science and Technology Division sent out 107 questionnaires and had 54 (50%) returned. It is the third of the four divisions with a somewhat higher rate of dissatisfaction (10%), while 90%- a substantial majority- responded positively about the service. One of the comments expressing user satisfaction was, "I am very satisfied with the services of the Library of Congress; few libraries are as obliging as yours, "Another said, "I have always found the Library helpful and cooperative and as prompt as an overcrowded schedule and overworked staff can be expected to be." A foreign respondent wrote, "Your excellent services prove that the U.S.A. is the most generous country in the world."

Other comments offered constructive suggestions such as the ones which follow.

"I think it is a waste of time to send those little postcards to say you've received our request because the answer to the request is usually so prompt. Sometimes the postcard and your letter answering the question come on the same day."

"The book I was looking for was supposed to be on your shelves but wasn't. Perhaps you should have a little tighter security on your books."

In analyzing the responses to the Science and Technology Division's survey, Jane Collins observed that "patrons generally are very satisfied with the responses they have received from the Science and Technology Division, whether they have been formal replies or answers which utilized various form letters and Division publications. In several instances individuals felt that there is a need for improvement in our services, either because we did not answer their questions specifically enough or we referenced secondary sources rather than primary sources. Occasionally it is difficult to determine the level of the technical information sought by a requestor unless it is specified in his letter. We attempt to clarify questions which are unclear and also determine the level at which to respond. Time, of course, can be a factor in how thoroughly we can reply to an individual's request.

Requestors seem to like referrals. Our responses often include both references and referrals.

Many individuals write to the Library of Congress because of their past success with us. Also, they are referred to LC by their local libraries, government agencies, friends, and organizations. They come to us because they think that since we are the biggest library, we must be the best. We are often their last resort. Let's hope that the Library of Congress will not only continue to live up to it's reputation, but will also improve upon it."

The Serial Division is the fourth one to have slightly higher degree of dissatisfaction. The division sent out 60 questionnaires. 31 (51%) were returned, with 88% of the respondents expressing satisfaction, while 12% said they were not satisfied. Most of the comments about the service were extremely laudatory and include comments such as, "I cannot speak too highly of the assistance I have received, and I welcome this opportunity to express my appreciation." Another said, "I am truly pleased with this contact," while a third individual said, "I consider it a great accomplishment that the Library of Congress can preserve these facts of the past."

A high school student was dissatisfied because no information was provided for his school assignment. Another dissatisfied respondent said, "thanks a lot but please speed up the service." One individual was displeased that LC didn't search further and said, "my source referred to the date as about 1915. The Library of Congress checked only 1915. It seems to me that this approach is too narrow. The fact that the source said about indicates that he recognized he might be a bit off, and that allowance should be made for this."

In summarizing additional comments appearing on the questionnaires, Kathy Gould noted two constructive suggestions which were, "please publish the Hebraic National Union Catalog," and "encourage the publication of specialized bibliographies based on your holdings, especially shelflists such as Harvard does for their Wisener Library."

One of the foreign respondents said, "it was on the advise of the librarian of the University of Manitoba that I applied to you. As we are not American citizens, this is purely a courtesy on your part for which I am grateful."

In general, the typical or average user of the Serial Division fits the composite of the overall survey except in two significant areas: education and purpose for which the desired information was to be used. In terms of education, the largest single group (38%) had completed high school, followed by those who had doctoral degrees (27%). In the overall survey, those with high school diplomas and those with masters degrees were even at 23% each, followed by those with bachelors degrees (22%) and then those with doctoral degrees (13%).

In terms of the purpose for which the information was to be used, however, only 24% in the overall survey were pursuing scholarly research, while 42% of Serial Division's respondents indicated that they were engaged in scholarly research.

81% indicated that the replies were reasonably or very prompt, 77% said they were courteous, and 62% said they were helpful. No one checked thorough and only 20% checked relevant or highly relevant. Interestingly enough, even though 12% said they were dissatisfied, no one chose any of the negative descriptors in responding to Question 14.

The Slavic and Central European Division was the other of the very small samples. It sent out 28 questionnaires and received 10 (35%) responses. All of the respondents indicated that they were satisfied with the service. 50% said the response was highly relevant, 40% said it was thorough; 60% checked helpful, 70% courteous, and 80% either reasonably or very prompt. 50% of these users had never written to the Library before and 90% were engaged in scholarly research. Some other interesting, although not surprising, characteristics of this group of users are that 70% have doctoral degrees, while the other 30% have masters degrees; 80% are professionals; 50% live in urban areas with over 500,000 population; and all of them are associated with businesses or institutions having their own libraries.

Paul Horecky and David Kraus reviewed the questionnaires and noted that they were gratifyingly favorable; however, there were few additional comments. One person said, "I am a Slavic librarian doing reference work at a major academic library, and it is important for me to coordinate my work with the Library of Congress. I appreciate very much the cooperation of my colleagues in LC's Slavic Division!" Another respondent wrote that the "response to my personal written requests is always good, but response to formal interlibrary loan requests is sometimes slow, and once it was even sloppy. On that occasion it was a question of a rather obscure Russian journal. If the librarian who replied that LC did not have the item had referred the request to the Slavic Reading Room staff, it would have been found that LC did have the item."

In general, the survey results show that the vast majority of the Library's correspondents are satisfied with the service. Although I pointed out four divisions where the expression of dissatisfaction was highest, I would hasten at this point to make two observations. One is that a satisfaction rate of 84%-90% for a bureaucratic library of the size and complexity of the Library of Congress is still very good. At least six out of every seven people are satisfied.

Secondly, the divisions having the highest rate of satisfaction expressed about their services tended to be those with specialized collections, more sophisticated users, and smaller samples. Smaller samples indicate, again, two things: fewer inquiries for the reference staff to deal with in the first place and a rather small response on which to base a reliable evaluation. Perhaps if the divisions having small samples had been surveyed over a longer period of time, the results might have been more even from division to division.

Those divisions where respondents expressed dissatisfaction were by and large divisions having heterogeneous groups of users, including children as well as some adults who are unsophisticated library users. In addition, these divisions were those having the larger and perhaps more representative samples. They also have on a regular basis fairly heavy reference correspondence workloads and make use of a variety of form letters. Certainly not all, but most of the divisions having extremely high rates of satisfied users do not even use short form replies let alone form letters.

There are two areas where I think the Library could improve its correspondence service, or at least our users' satisfaction with it. The first is a sharper focus on the relevance and thoroughness of the drafted replies, since only 11% of all respondents indicated that they thought the reply was thorough, 8% said it was relevant, and only 4 thought it was highly relevant.

The second area is obviously the use of form letters. I would not advocate doing away with all form replies, as it is the only reasonable way of dealing with the bulk of inquiries in many instances. However, as we think in terms of the Library of Congress playing a significant role in a national library network, the policy governing reference service in response to written inquiries needs to be stated positively-in terms of what we will do for the tax-paying public-and more clearly, so that it is easily understood and evenly applied. Furthermore, we should initiate cooperative programs with local and regional networks to educate the public about the Library's resources and services as well as to encourage people to make better use of local library resources before writing to LC.

Whatever we do with the results of this and the other user surveys, let us not simply pat ourselves on the back for the nice things said about us, nor adopt an attitude of smugness and simply continue doing what we think we ought to be doing. Rather let us continually strive to improve our services, heed the thoughtful suggestions of our patrons, and enhance the image of this institution which is indeed a national treasure.

LAW LIBRARY CORRESPONDENCE SURVEY

Prepared by
(Mrs.) Marlene C. McGuirl
Chief, American-British Law Division
and
Michael E. Gehringer
Assistant Reference Librarian

July, 1976

Library of Congress
LAW LIBRARY

American-British Law Division
European Law Division
Far Eastern Law Division
Hispanic Law Division
Near Eastern and African Law Division

Law Library Correspondence Survey

Introduction

In the Law Library Correspondence Survey, a total of 144 questionnaires were mailed out; 137 with regular correspondence and 7 with form replies. By June 7, 1976, 68 replies, including 4 responses to form correspondence, had been received. This represents a return rate of approximately 47 percent.

The purposes of the survey can be described as follows: 1) to identify the non-Congressional clientele the Law Library is serving by correspondence; 2) to discover what that clientele expects from the Law Library and how they came to expect those services; and, 3) to determine how well or poorly the Law Library is meeting those expectations.

A copy of the correspondence survey, which includes the total answers in each category and approximate percentages, is included as an appendix. Also included in the appendix is a questionnaire representing the responses for each Law Library Division.

The Survey

A. Clientele

The plurality (32 percent) of those answering the survey were from urban areas with populations of over 500,000. The percentages of respondents were fairly closely matched for the rest of the population categories, although the least respondents came from the second and third highest population categories.

Forty percent of those writing from rural areas had a law library open to their use within a reasonable distance, although none of the rural respondents used them. Forty-five percent of those in rural areas used their local public or institutional libraries before writing to the Law Library, while 36 percent wrote to the Law Library without consulting any local resource centers. The sources of the inquiries and the reasons for requesting information were well distributed across the spectrum of possible answers. Fifty percent of the rural respondents were writing for the first time, 25 percent for the second, and 25 percent for the third or more time. These figures are almost exactly opposite to the results for the survey as a whole where 50 percent were writing for the third or more time, 14 percent for the second time and 35 percent for the first time. In fact, however, it is not until the 500,000 population and above category, which, as noted, accounts for 32 percent of the total respondents, that any significant majority (70 percent) of the respondents indicate that they are long-time correspondents with the Law Library. (It must be noted that this statement ignores the aberration in an otherwise smooth trend, in the 75,000-150,000 population category, where 75 percent of the respondents had written to the Library at least 3 times.) Incidentally, 50 percent of the respondents from correctional institutions had written to the Law Library at least 3 times; 35 percent had written only once.

For the population categories other than rural, at least 50 percent and usually more of those answering had a law library at their disposal, although no more than 28 percent, and usually less than 20 percent, made use of their local law library. The majority of respondents in cities of less than 500,000 were non-attorney private citizens. Only in the largest urban areas were at least 50 percent of the respondents attorneys. As would be expected, the greatest diversity of respondents was found in the 500,000 and above range.

It is interesting to note that the private or government attorneys in areas with less than 150,000 population apparently have most of the resources they need for their practice readily available to them. Only one private attorney from the 25,000-75,000 population range and one government attorney from the 75,000-150,000 range responded to this survey. Whether this says more about their available law collections or the nature of their practices cannot be safely speculated.

Inquiries were received from faculty members in only the lowest three population groups. Interestingly, 66 percent of those faculty members had law libraries at their disposal; 75 percent had questions for the American-British Law Division and 25 percent queried the European Law Division.

B. Services and Sources of Inquiry

Apparently the most popularly held belief about the Law Library's services is that they will send copies of laws. Thirty-seven percent of those who had approached no other source prior to writing the Law Library thought the Law Library would send laws. This percentage almost mirrors the percentage of all respondents to this question, regardless of whether a local source had first been approached. Those referred to the Law Library by other libraries showed a considerable belief that the Law Library would answer any question posed to it, a belief apparently not held in common with the rest of the respondents.

The largest percentage of those contacted (25 percent) had used no other resources prior to approaching the Law Library. Of these, almost 21 percent were referred to the Library by a friend while the rest had either first hand knowledge of the Library's services, or had been referred through some other source, such as another Government agency. The next largest group (21 percent) had first used their local law library.

Forty-one percent of those who had first used their local public library were referred to the Law Library by their local librarian, although over 35 percent of the same group had also found their way to the Law Library through some means other than those enumerated in the questionnaire. In general, it appears that other libraries and other governmental agencies were the primary organizational referral centers to the Law Library. There is in addition, however, an apparently considerable residuum of public awareness that the Library of Congress will respond to written requests.

The correlations between the identity or status of the respondent and the first source approached turned out very much as might be expected. Those who first went to a local law library tended to be government and private attorneys (47 percent). Another 45 percent of that group identified themselves as private citizens, while the remaining 8 percent classed themselves as "Other." Respondents in the "Other" category included numerous non-attorney Government officials, a law librarian, attorneys in clerkship or public defender service, and inmates. Those who first went to a public library tended to be students, businessmen, faculty, and other non-attorney private citizens. Those who went to business or institutional libraries first were primarily private citizens and faculty members. Those who had first gone to a Congressional office were all private citizens. Of those who came directly to the Law Library with their request, 25 percent were private or Government attorneys, 21 percent were businessmen, and the remaining 54 percent were either private citizens or in the "Other" category.

The sources of inquiries to the Law Library were not easily categorized. Fifty-three percent of the total respondents checked the "Other" category in response to this question. Of these, many of the comments would indicate that the inquiries were stimulated by hearing or reading about some recent Congressional action or topic of generalized interest, and might have been properly classified in one of the media answers to question 6. The next most frequently checked response (36 percent) was that the inquiries were made for professional consultation purposes. Fifty-six percent of those in this category had addressed inquiries to the Law Library three or more times; for 34 percent, this was their first request.

Almost 28 percent of those writing for professional reasons thought the Library would answer any question posed, although another 33 percent signified they had expectations of the Library other than those specified. Among those services expected were provision of bibliographies, interpretation of statutes into layman's language, and copies of materials not available elsewhere, particularly foreign law. A few thought the Library would provide legal advice or opinions, or translate foreign legal matter.

Fifty-three percent of those writing for "Other" reasons had the services of a law library available. Twenty percent of this group was also unsure as to whether a local law library existed. Forty-five percent of the "Other" group were writing to the Library for copies of laws. Another 40 percent expected services in the "Other" category discussed above.

Of all those respondents who had another law library available, 37 percent wrote to the Library because of an occupational need, and 25 percent wrote to further scholarly research. Thirty percent wrote for "Other" reasons, such as: researching the law for a personal suit or grievance; substantiating the substance of a patriotic poem; to generate a quiz on Ohio for the 59th reunion of the Pomeroy (Ohio) High School Class of '17; and for some reasons that probably qualify for inclusion under "occupational needs."

Those who first used a local law library expected the widest range of services from the Library of Congress. There was at least one respondent from this category expecting services in each of the enumerated areas.

Of those who had first used a public library, 35 percent had been told the Law Library would answer any question, 30 percent were told the Library would send copies of laws, and the remaining 35 percent were told the Library provided "Other" services. According to the respondents in this category, 41 percent were referred to the Law Library by their public library, 35 percent wrote on their own initiative, and 18 percent had also gone to a local law library, and were referred from there.

Surprisingly, of those who had first gone to a local law library, more (54 percent) were private citizens or "Other" than were attorneys (46 percent). As might have been expected, no attorneys went to a local public library first.

C. The Performance of the Law Library

The responses to the question regarding the quality of the Law Library's services were fairly constant, regardless of which user or source categories the responses were correlated with. Many respondents provided multiple answers to this question. Of all the answers, 26 percent were in the "helpful" category, 26 percent in the "courteous," 22 percent in the "very prompt," 11 percent in the "reasonably prompt," 5 percent in the "thorough," and 3 percent in the "relevant." Only 2 responses out of the total 157 to this question were negative, namely, one "slow" and one "unhelpful." The comments were equally commendatory. Many readers simply said "Keep up the good work," while another wrote "You have never failed to respond promptly, courteously, and in-depth. Everyone in the office makes copies of your responses for their work folders for future reference." Finally, one reader wrote "You have the best library in the World. What else is there to say?"

Summary

The most obvious result of the survey is that the Law Library is doing a commendable job in meeting the expectations of those who correspond with it. The clientele represents a considerable range of interests and needs, coming from virtually all segments of the population. As might be expected, however, attorneys and those living in the nation's larger urban areas are the Law Library's largest constitutency.

There does appear, however, to be some confusion as to the exact nature of the services available from the Library of Congress, as well as to the exact nature of the Library itself. Numerous comments indicated the belief that the Library is some sort of national information clearinghouse, particularly with regard to government documents and information and foreign law. Other comments indicated that the writers believed the Library to be as directly answerable to the people as were their elected officials.

The identity of the Library of Congress is beyond the scope of this report. The problem is mentioned here only because the survey results reflect the public's confusion on the topic.

TELEPHONE USER SURVEY

Judy C. McDermott
July 8, 1976

IR0045-00

PREFACE

Many thanks to the following people, who served as telephone interviewers for this survey: Katharina Arnhold, Elizabeth Carl, Georgette Dorn, Eunice Ellison, John Gregory, Cynthia Johanson, Frederick McDermott, Patricia Pasqual, Grace Ross, Laurie Smith, Thompson Yee, and John Zilius.

And special thanks to the staff of the Overseas Operations Office who provided a work station for the telephone interviewers.

PURPOSE AND METHODOLOGY

This survey was conducted in order to analyze the extent and nature of reference questions received at the Library of Congress by telephone, and in order to measure the service provided to this group of users.

A questionnaire of 21 questions was devised in consultation with representatives from all reference units involved, and pre-tested with a sample of callers who had contacted the Telephone Inquiry Unit of Public Reference.

The Law Library agreed to the use of the general questionnaire, but requested that one additional question be asked of its patrons. A completely separate questionnaire was devised for the Congressional Reading Room and for the Division for the Blind and Physically Handicapped. Therefore, these two units are not represented in the section of this report dealing with the total responses to the questionnaire.

The following reference units were surveyd: African Section, GR&B; Congressional Reading Room (CRR); Division for the Blind and Physically Handicapped (DBPH); Geography and Map Division (G & M); Latin American, Portuguese and Spanish Division (LAPS); Law Library; Manuscript Division (Mss); Motion Picture Section (Mo Pic); Music Division; National Referral Center (NRC); Newspaper and Current Periodical Reading Room (News & Cur Per); Orientalia Division; Prints and Photographs Division (P & P); Rare Book Room; Science Reading Room; Slavic Room; Stack and Reader Division; Telephone Inquiry Unit (TIU); and Union Catalog Reference Unit (UCR).

The survey period began on April 14, 1976 and extended through May 19, 1976. Each unit was randomly assigned two and one-half working days during this period on which the unit was to keep a log (names and numbers) of all telephone reference calls received. The logs were collected on the following day and distributed to interviewers who were to contact the callers by telephone.

The interviewer was allowed to tablulate a "no response" to a particular call after a minumum of three busy signals or three no answers. No calls were held for the following day.

Responses to this survey were tabulated by hand by the survey coordinator.

ESTIMATED VS. ACTUAL SAMPLE

Unit	Estimated 2-1/2 day sample based on unit statistics	Actual 2-1/2 day sample	Percentage of estimated sample actually received
African	20	8	40%
CRR	200	109	54%
DBPH	25	14	56%
G & M	50	24	50%
LAPS	25	21	84%
Law	400	152	38%
Mss	350	47	13%
Mo Pic	50	37	74%
Music	125	26	21%
NRC	15	7	47%
News & Cur Per	150	9	06%
Orientalia	150	63	42%
P & P	87	33	38%
Rare Bk	25	6	24%
Science RR	25	11	44%
Slavic	110	44	40%
Stack & Reader	5	10	200%
TIU	250	114	46%
UCR	25	18	72%
TOTAL	2087	753	36%

Based on statistics received from unit representatives, a total number of 2087 reference calls was expected. However, the actual number received during the survey period was 753.

A discrepancy this large is not easy to justify. Part of it was caused by a general lack of formal statistics concerning telephone reference work. Some unit representatives were able to give only a rough estimate of the number of calls received by their units. Other units had more formal statistics, but these figures sometimes included telephone work other than reference questions. (For example, some units routinely record the number of times a librarian's work is interrupted by a phone call of any nature.)

Also, the format of statistics on telephone work varied greatly from unit to unit, making correlation difficult. Some were able to supply the average number of calls per hour, day or week; others supplied the total number of calls listed in their previous monthly, quarterly or annual reports. All were converted to the average number expected per working day and multiplied by 2-1/2 for the total expected calls during the survey period.

In addition to the unavailability of precise, compatible statistics concerning the receipt of telephone reference calls, it is possible that some units experienced a naturally slow period during the time of the survey, or that, due to oversight, not all incoming calls were logged and submitted to the survey team.

Whatever the causes of the 64% discrepancy (including the unflattering possibility that statistics are deliberately or accidentally inflated), the outcome was a disappointing one for the survey team.

RATE OF RETURN

Unit	Completed responses	Invalid info supplied by unit *	No response **	Total
African	2 (25%)	5 (62.5%)	1 (12.5%)	8 (100%)
CRR	87 (80%)		22 (20%)	109 "
DBPH	10 (71%)		4 (29%)	14 "
G & M	20 (83%)		4 (17%)	24 "
LAPS	13 (62%)	1 (05%)	7 (33%)	21 "
Law	83 (54.5%)	21 (14%)	48 (31.5%)	152 "
Mss	21 (45%)	11 (23%)	15 (32%)	47 "
Mo Pic	25 (68%)		12 (32%)	37 "
Music	16 (62%)	5 (19%)	5 (19%)	26 "
NRC	4 (57%)	1 (14%)	2 (29%)	7 "
News & Cur Per	6 (67%)		3 (33%)	9 "
Orientalia	39 (62%)	10 (16%)	14 (22%)	63 "
P & P	17 (52%)		16 (48%)	33 "
Rare Bk	3 (50%)		3 (50%)	6 "
Science RR	6 (55%)		5 (45%)	11 "
Slavic	16 (36%)	10 (23%)	18 (41%)	44 "
Stack & Reader	4 (40%)	1 (10%)	5 (50%)	10 "
TIU	67 (59%)	3 (02.5%)	44 (38.5%)	114 "
UCR	15 (83%)		3 (17%)	18 "
TOTAL	454 (60%)	68 (09%)	231 (31%)	753 (100%)

* e.g., no name, no number, not a working number, not a reference question
** e.g., caller on leave, 3+ busy signals, 3+ no answers

Of the 753 calls logged during the survey period, 68 (9%) had to be omitted by the interviewers due to invalid information supplied by the unit. In some cases, the name or number of the caller was omitted. In others, the caller was unknown at the number given, or the number was not a working one. Occasionally, after contacting the caller, the interviewer determined that the call was not a telephone reference question. Examples of this included making arrangements to attend business or scholarly functions, answering a written inquiry by telephone, or accepting a dinner invitation. In a few cases, the caller could not remember having called.

231 calls (31%) could not be returned. Either the caller could not be reached at any time during the day (on leave, out of town, resigned his job), or the interviewer received busy signals or no responses at least three times during the day.

This resulted in a 60% rate of return for the entire survey.

GENERAL FINDINGS
(All units except CRR and DBPH)

For complete statistics, see Appendix A.

This sample included 357 responses. The Law Library (23%) and the TIU (19%) were the largest groups represented.

Who are our callers? 75% of our telephone callers contacted us for assistance with job-related inquiries. 38% of these were connected with various branches of the federal government or the military. The next largest group of callers (20%) was affiliated with business (including law firms). 11% claimed affiliation with non-profit private institutions.

17% of our callers had personal inquiries (68% of these categorized their inquiries as being concerned with scholarly research); 8% had inquiries related to school assignments, mostly graduate work.

22% of our callers were using LC for the first time. 34% had called 1-5 times during the past year; 12% 6-15 times; 13% 16-50 times; 10% 51-100 times, 9% over 100 times.

Where do telephone reference calls originate? At present, the demand for LC's telephone reference service is a local one. 82% of the calls originated in the Washington D.C. area. Of those who called long distance (18% of the total calls), 48% did not have access to a toll-free line. The largest number of toll calls originated in the Northeastern U.S.

How do callers find out about LC telephone reference service? Over 42% of our callers reach us merely by their own persistence and ingenuity--assuming that reference service is available by phone and/or searching out the number in the telephone directory. An extremely common suggestion was to publish an LC directory or pamphlet explaining policies concerning telephone services. Many callers complained that they were not aware of what services LC currently provides; how could they make meaningful suggestions concerning unknown services?

Another caller suggested that LC directories be available at public libraries. Since only 6% of the callers had been referred from other libraries, it is obvious that dissemination of information to the library community would be helpful. New developments in the establishment of a national telephone reference hot line may alter this fact in future years.

Is LC being used as a library of last resort? 71% of the callers brought their inquiries directly to LC, without trying another library first. Of these, the largest number (41%) felt their questions were so specialized that only LC could answer them. Another 33% used LC first as a regular office routine, having successfully obtained assistance in the past. The majority of telephone users, therefore, view LC not as a library of last resort, but as their first source.

Are our callers satisfied? Over 84% of our telephone users claimed that the information received was either exactly what was needed, or very helpful. 38% found the response to be helpful, but incomplete; 1.4% marginally useful; 3% inadequate. Many callers had nothing but praise for LC reference services in general, specific units in particular. However, complaints were received about the Main Reading Room facilities, the NOS reports, the slowness and poor quality of photoduplication requests, and the slowness of interlibrary loan procedures. These services were outside the scope of this survey, but were too numerous to be ignored totally.

Although many callers complained bitterly about the number of times their calls were transferred or the number of times they were put on hold, the statistics reveal that 44.3% were not transferred at all and 43.1%

were transferred only once. 58% claimed that their call took less than 5 minutes; 98% stated that they were satisfied with the speed of the service.

90% of our callers described the librarian with whom they spoke as gracious; 9% adequate; 1% indifferent. Some negative comments were received concerning general telephone courtesy (for example, giving the caller a choice between being put on hold or called back, giving the caller the librarian's name and number in case of accidental disconnection while on hold or while being transferred). Several comments were made concerning the problems of communicating with non-native English speakers: are these the best people to deal with telephone reference inquiries? Many callers commented that switchboard operators need to be better trained in understanding LC's reference services, and making the proper transfer.

Conclusion: LC's telephone reference service is, at present, primarily a local informational service for other government agencies, non-profit institutions, and D.C.-based businesses. Phone service to the public at large is small, partly due to policy, partly to the public's lack of knowledge concerning available services. Our present users, however, are quite satisfied with the assistance they are receiving.

HIGHLIGHTS BY DIVISION

Congressional Reading Room

Statistics for the CRR (tabulated by CRR staff) are listed in Appendix B. According to CRR staff, these figures confirm facts already supposed to be the case. The CRR caters to one specific group of users, knows the needs of these users, and is able to satisfy their demands. 86% of the callers found the information received to be either exactly what was needed or very helpful.

23% of calls received were made for the Member or Chairman at his specific request, 19% for a constituent, 45% for the caller himself, 13% for someone else on the staff.

Although several users commented on the need for more telephone lines in the CRR, 93% were satisfied with the speed of the response, which was less than five minutes for 54% of the calls.

A small number of callers brought their school-related and personal inquiries to the CRR; however 83% of the calls were job-related.

Division for theBlind and Physically Handicapped

For complete statistics, see Appendix C.

Like the CRR, the DBPH caters to a particular audience of users with particular needs. The majority of users contacted by the survey had brought job-related inquiries to DBPH. Agency affiliation included a non-profit association for the visually handicapped, two libraries, a school district, a government agency and a film maker.

Most users brought their inquiries directly to DBPH, without contacting another library first. Most considered the service to be excellent; the only complaints concerned the number of times the caller was transferred. However, 60% of the callers were transferred only once.

Geography and Map

For complete statistics, see Appendix D.

75% of calls to G & M were job-related. However, the largest group of users (one-third) called from other units of the Library of Congress. 20% were affiliated with businesses; other affiliations (13.3% each) were military, private non-profit, and other libraries.

Calls which were not job-related were, for the most part, connected with scholarly research.

80% of the callers did not use another library first, usually because of regular office routine.

All users were satisfied with the speed of the response, although very few calls (20%) were answered in under five minutes.

55% of the callers found the information to be exactly what was needed, 30% very helpful, 10% helpful but incomplete, 5% marginally useful.

Comments were highly complimentary to the efficiency and manner of the G & M staff, two callers referring to the division as the best one to deal with at the Library of Congress.

LAPS

For complete statistics, see Appendix E.

69% of the calls coming to LAPS were job-related; agency affiliations were quite varied and included federal agencies, the White House, foreign governments, private non-profit institutions, universities, libraries, and other LC units.

All users were highly satisfied with both the speed and quality of response. 85% found the answer to be exactly what was needed. Comments were very complimentary to LAPS staff. One caller begged that no changes be made to "improve" services. Another suggested that LAPS publicize its services in scholarly journals. A third would like the Librarian to work for Congressional recognition of the Library of Congress as the national library. The only complaints received concerned other LC services (NOS reports, ILL services).

Law Library

For complete statistics, see Appendix F.

83% of callers to the Law Library brought job-related inquiries. The largest number (29%) were affiliated with business, primarily private law firms. Other large groups of users included other LC units (14.4%), Congress (13%), and federal agencies (13%). 90% of calls were local.

Only 38.5% of calls were answered in less than five minutes; however, 95% of the callers were satisfied with the speed of the response.

83% of users found the response to be either exactly what was needed or very helpful.

The largest number of callers (31%) called themselves librarians, some of whom were employed with law firms or other government agencies. 24% were non-lawyers; 16% were private attorneys.

Comments concerning Law Library services were flattering, but many users had complaints concerning other LC facilities. ("Law Library services are immediate, while you can go to sleep waiting for books in the Main Reading Room.") Two users commented on the need for more information on foreign legislation. Another suggested more publicity for Law Library services.

Manuscript Division

For complete statistics, see Appendix G.

85% of calls to the Manuscript Division were job-related; 50% of these originated in other units of LC. Only 1 caller in 21 claimed to be working on scholarly research. 86% of all calls were local. 90% of callers did not take their inquiries to another library first.

All callers were satisfied with the speed of the response; 66% of the inquiries were answered in under five minutes. 90% of the callers felt the response was either exactly what was needed or very helpful.

Comments included complaints about the central switchboard (although 81% of the callers were not transferred at all). Surprisingly, two users of the Manuscript Division took this opportunity to complain about service in the Rare Book Room. Users of the Rare Book Room, however, were satisfied with the service received.

Motion Picture Section

For complete statistics, see Appendix H.

64% of calls to the Motion Picture Section were job-related, the largest groups of users being federal agencies, private non-profit institutions, military, and businesses. 68% of the calls were local. 64% did not take their inquiries to another library first.

80% of the users felt the information received was either exactly what was needed or very helpful. All were satisfied with the speed of response, which was less than five minutes for 80% of the inquiries.

Specific suggestions received included several on the desirability of more and better viewing facilities, better book collections in the Motion Picture Reading Room, the availability of films free of charge to public television stations, and the desirability of printing a few frames of films in the motion picture catalogs.

Users were highly complimentary of Motion Picture Section staff; one twenty-year user stated that Motion Picture, Prints & Photographs, and Manuscript Division offer services unparalleled in the entire world.

Music Division

For complete statistics, see Appendix I.

50% of calls to the Music Division were job-related, lower than the number of job-related calls of most other units. 31% were connected with school assignments (both graduate and undergraduate) and 19% were personal or scholarly. Of job-related calls, half were affiliated with federal agencies, White House and judicial. 94% of all calls were local. 69% of the callers did not take their inquiries to other libraries first.

87.5% found the response to their inquiries to be either exactly what was needed or very helpful. 81.25% of the inquiries were answered in under five minutes; 94% of the callers were satisfied with the speed of the response.

Users had complaints about other LC services (Photoduplication, ILL, and Stack & Reader), but seemed satisfied with the services provided by Music.

Orientalia

For complete statistics, see Appendix J.

56% of callers had job-related inquiries, a figure lower than that for most units. Of the job-related calls, most were from federal agencies, Congress or the military. 36% of the calls were connected with scholarly research. 74% of callers did not take their inquiries to another library first. 90% were local callers.

92.2% of the callers felt the information provided was either exactly what was needed or very helpful; 95% of the callers were satisfied with the speed of the response which, in 71.8% of the cases, was under five minutes. Comments were favorable concerning the services provided by Orientalia, but several complained about other LC services.

Prints and Photographs

For complete statistics, see Appendix K.

70.5% of calls were job-related: one-third federal, one-third business, and one-third Congressional, libraries or non-profit organizations. 71% of the callers did not take their inquiries to another library first. 53% of calls were long distance, a much higher rate than for other units.

82.5% of users felt that Prints and Photographs provided information which was either exactly what was needed or very helpful. All were satisfied with the speed of response, which was under five minutes in 59% of the cases.

Several complaints were received concerning LC's photoduplication procedures. Several other users wished for better and more extensive access through Prints and Photographs catalogs. Response to reference service, however, was favorable.

Slavic

For complete statistics, see Appendix L.

94% of calls were job-related. Of these, 53% were Congressional, federal, or military; 20% were from other LC units. All calls in this sample were local. 87.5% of the users did not take their inquiries to another library first.

94% found the information to be either exactly what was needed or very helpful. All were satisfied with the speed of the response, which was less than five minutes for 62.5% of the inquiries. Users commented favorably concerning reference services received; the only complaints concerned the Main Reading Room and the difficulty in obtaining books from the stacks.

Telephone Inquiry Unit

For complete statistics, see Appendix M.

The TIU also kept a log of the number of calls referred to the caller's local library, as being outside the TIU's service policy. For the two and one-half day period, 28 calls were referred to a public library and 12 callers did not wish to be contacted for survey purposes.

72% of calls placed to the TIU were job-related, 13% school assignment, and 15% personal or scholarly. Of the job-related calls, 38% were from federal agencies, 19% from private non-profit organizations. 94% of all calls were local. 58% of the callers did not take their inquiries to another library first, a figure smaller than that of other units.

79% of the callers claimed that the information received was either exactly what was needed or very helpful. 99% of the callers were satisfied with the speed of the response, which was less than five minutes for 76% of the inquiries.

Most users are satisfied with the TIU's service, but would like to see it expanded to include subject searches in the catalog. Several users would like to be able to obtain call numbers for specific books over the telephone.

Union Catalog Reference

For complete statistics, see Appendix N.

All of UCR's calls were job-related: 40% businesses, 27% libraries, 13% federal agencies, 13% non-profit organizations, 7% university or college. 73% of the callers did not try another library first. Only 33% of the calls were local, a figure lower than that for most units.

86.6% found the information received to be either exactly what was needed or very helpful. All users were satisfied with the speed of the response: 40% of the callers had their call returned later the same day; 33% received an answer in under five minutes.

Though highly satisfied with the service of UCR, many of this group had complaints about LC's ILL procedures.

Other units

The following units had a completed sample of six or fewer responses. For information, see the appropriate appendix.

African Section	Appendix O
National Referral Center	Appendix P
Newspaper and Current Periodicals	Appendix Q
Rare Book Room	Appendix R
Science Reading Room	Appendix S